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The Consortium for Area Planning and Development was established in 1967 to implement the basic purposes of Title I of the Higher Education Act of 1965. The Consortium's first seminar was held in May 1968 and was attended by 25 project leaders. local and state government officials. technical consultants. and representatives of various institutions of higher education. The proceedings summarize the major accomplishments of 4 Title I projects that were analyzed at the seminar. and contain discussions on issues associated with problems to be resolved. such as planning resources. land use planning and zoning. political aspects of area resource development. the aesthetic development of the City of Bayfield. and area development with particular reference to airsheds. watersheds. and garbage dumps. Three areas of concern for which programs could be carried out under Title I have been identified in Wisconsin: (1) improvement of state and local governmental services. (2) urban problems with emphasis on the central city of Milwaukee. and (3) community and area resource development. Title I projects must provide valuable learning experiences for all of the participants. Therefore. major emphasis is being given to the development of academic resources for solving community problems through action programs. (WM)

WISCONSIN AREA PLANNING AND DEVELOPMENT

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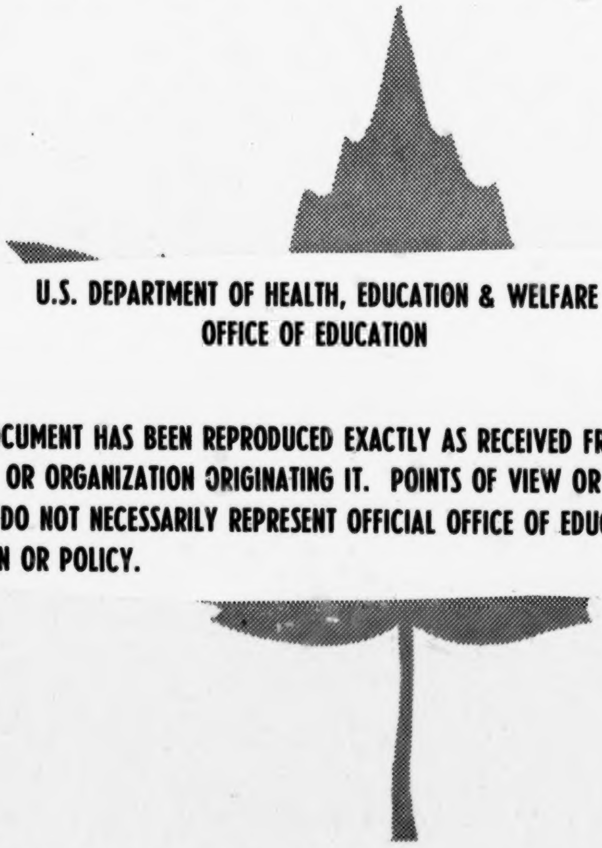
CONSORTIUM PROJECT
TITLE I
HIGHER EDUCATION ACT 1965

Seminar Proceedings No. 1



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Current Members of Consortium

WISCONSIN STATE UNIVERSITIES
Platteville, Stevens Point, Superior

UNIVERSITY OF WISCONSIN
Green Bay, Madison

May 17–18, 1968 • Stevens Point

University Extension, The University of Wisconsin

HE000 886

WISCONSIN AREA PLANNING AND DEVELOPMENT

Consortium Project Title I

Higher Education Act 1965

Seminar sponsored by
The Consortium Committee
Dean Paul A. Yambert, Chairman
WSU-Stevens Point

May 17-18,1968
Stevens Point

Proceedings prepared by Dr. Robert C. Clark, Professor, Rural Sociology and Director, Consortium Project and Mrs. Karen Manthe, Specialist, Community Resource Development, University Extension, The University of Wisconsin.

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INTRODUCTION

The first in a series of Area Development Seminars of the Consortium Project - Title I Higher Education Act, 1965, was held at Wisconsin State University-Stevens Point, May 17-18, 1968. These proceedings summarize the major accomplishments of four Title I projects analyzed by the participants at this seminar, selected areas of subject-matter associated with solving some of the problems the staff are encountering and recommended next steps for the Consortium Project.

Twenty-five project leaders, local and state government officials, technical consultants and representatives of various institutions of higher education pursued the following objectives established for the seminar:

1. To examine the purposes, accomplishments, resources being used as well as future plans of each Title I project in the consortium.

2. To examine how more effective working relationships could be established with clientele of each project.

3. To analyze contemporary developments in land-use planning, zoning, aesthetic development and political aspects of area resource development.

4. To further acquaint the participants with resources available to them from various state agencies and institutions to help solve community problems.

The Wisconsin Area Planning and Development Project is essentially a training program in which various consultants work with institutional staff members and others in developing additional understandings and skills required in solving community problems. The project is in furtherance of the desires of federal and state governments to provide greater service to Wisconsin communities through strengthening the resources of institutions of higher education and encourage them to work together in trying to solve common problems.

Title I of the Higher Education Act of 1965 was enacted by the federal government for the purpose of assisting the people of the United States in the solution of community problems such as housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use. Major emphasis is being given to the development of academic resources for community problem solving. The focus is "education for action" to produce tangible results to current problems and develop problem-solving approaches for community action programs.

One significant step in Wisconsin for implementing the basic purposes of the Title I Higher Education Act for this state was the development of a Consortium for Area Planning and Development in 1967. Wisconsin State Universities at Platteville, Stevens Point and Superior, the City of Bayfield, Wisconsin and University Extension of the University of Wisconsin, Madison and Green Bay, are cooperating on training programs relating to land and water use, conservation, tourism, aesthetic development and government administrative problems.

The objectives of the Consortium are as follows:

1. Improve coordination and cooperation of studies in area development.

2. Foster and improve inter-project and inter-community communication and dissemination.

3. Establish and maintain a clearing house and repository of information and other resources for area development programs.

4. Provide a foundation for a coordinated state-wide plan for area development.

5. Strengthen individual projects by avoiding unwarranted duplication of effort.

Most of the planning and training activities are done through an Area Development Consortium Committee which consists of project directors and liaison officers of the various Title I Higher Education Act of 1965 projects presented in this report and the State Administrator of Title I.

Appreciation is extended to Mrs. Karen Manthe, Specialist in Extension Resource Development, Department of Agricultural and Extension Education, University of Wisconsin, for her able assistance in editing these proceedings and to Mrs. Judy Smith of the same department for processing the manuscript.

Dean Paul A. Yambert, Chairman,
Consortium Committee, WSU-Stevens Point

Robert C. Clark, Director,
Wisconsin Area Planning and Development Project, University Extension,
University of Wisconsin, Madison

Title I Projects
# of Consortium Members

Rural Local Governments' Administrative Problems
Wisconsin State University - Platteville

Comprehensive Management Plan for a Small Watershed
Wisconsin State University - Stevens Point

Superior, Wisconsin Community Development Institute
Wisconsin State University - Superior

Preserving and Enhancing the Scenic Quality of Bayfield, Wisconsin
University of Wisconsin - Madison

RURAL LOCAL GOVERNMENTS' ADMINISTRATIVE PROBLEMS-REGIONAL PLANNING AND COOPERATION

Wisconsin State University - Platteville

Professor A. B. Thompson, Jr., Institute of Public Affairs
Professor J. Steinglass, Institute of Public Affairs
Mr. Richard Markus, Chairman, Grant County Board of Supervisors

Purpose

This project was designed to develop a program of executive administration and planning for governmental officials by:

1. Assisting communities of the tri-state area (Wisconsin, Illinois, Iowa) to achieve a coordinated plan of regional development through the establishment of a Tri-State Regional Development Council and fostering a dialogue on community and intergovernmental problems by more effective utilization of the area's institutions of higher education;

2. Training in basic concepts of administration and planning with emphasis upon new trends in development planning at the local, intergovernmental and interstate areas; and

3. Conducting seminars and other educational services for governmental officials and community leaders in response to the felt needs of the rural communities of Southwest Wisconsin and coterminous areas of Illinois and Iowa.

Basically the Platteville Title I project involves assistance by the University to area governments to increase awareness of the need for regional planning. Following the realization that the City of Dubuque constituted the core metropolitan area, the focus of the project changed from the original academic seminar type education program directed primarily toward counties of Southwest Wisconsin, to one guided by the philosophy that the best way to develop an awareness of the regional problems and the interdependence of the area is to involve local officials in actual problem solving situations. Consequently the project emphasis shifted toward the need for a tri-state council of governments, or a tri-state planning committee.

Accomplishments January 1966 - June 1968

1. Planning conferences have been held for local officials of the five county region of Southwest Wisconsin and the coterminous

counties of Illinois and Iowa. The purpose was to establish seminars in public administration with emphasis upon planning for developing the ability to analyze the region's resources and potential for development in the fields of regional and municipal planning and administration, education, law enforcement, land use, zoning, agriculture, light industry, recreation, beautification, transportation and tourism. Conferences are conducted by faculty of Wisconsin State University-Platteville in cooperation with the institutions of higher education in Dubuque, Iowa and Shimer College, Mt. Carroll, Illinois.

Two conferences have been held: one at Wisconsin State University-Platteville, November 4, 1966 and the other at Clarke College, Dubuque, January 6, 1967. Speakers and specialists oriented their presentations to acquaint participating rural and urban officials with planning and program opportunities for coordinated and cooperative intergovernmental relations.

2. Community liaison was established between University staff and mayors, members of city councils and county boards of supervisors in the tri-state area. To facilitate discussion and build rapport, a series of dinner meetings was held in Dubuque, Platteville, Galena and Darlington. Discussions and resource speakers identified projects and planning areas of mutual concern, including land use planning and zoning, transportation and highways (with specific relationship to the Mississippi and bridge location), water resources and pollution control, recreation and industrial development.

3. The Tri-State Consortium of Institutions of Higher Education was organized through the leadership of the WSU-Platteville Institute of Public Affairs. Area colleges and universities are combining their resources to offer greater educational services to the area than was previously possible on an individual basis. A working agreement has been formally adopted by WSU-Platteville, Loras College, Clarke College, the University of Dubuque, and St. Thomas Acquinas Seminary. Shimer College in Northern Illinois will soon become a member.

   Three of the institutions (Loras, Clarke, and the University of Dubuque) have received a small federal grant ($200,000) for curriculum study. The Director of the Consortium, a University of Dubuque faculty member, is currently working on a project involving pollution problems in the three state area.

4. Representatives of local governments participating in the 1967 meeting series between WSU-Platteville staff and local government officials appointed a drafting committee to lay the groundwork toward preparation of a charter for a Tri-State Planning Council.

5. The Wisconsin State College-Platteville Department of Political Science has coordinated the research of a group of advanced political science students. Studies deal with agricultural income, optimum land use, transportation resources and the potential for recreation, tourism and non-agricultural development of the tri-state region.

6. Numerous small conferences with University faculty and local government officials have been held.

Resources Utilized

1. Wisconsin State University - Platteville staff, specifically the political science and planning departments' faculties, and the Institute of Public Affairs.

2. Tri-State Consortium - association of institutions of higher education coordinating the resources of WSU-Platteville, Loras College, Clarke College, The University of Dubuque, St. Thomas Acquinas Seminary. Shimer College in Northern Illinois will become an official member soon.

3. University Extension, The University of Wisconsin

4. Planning experts and specialists

   -Planning director of Siouxland Interstate Metropolitan Planning Council (SIMPCO)
   -Chairman of Metropolitan Planning Commission in Dubuque
   -State government officials of Wisconsin, Iowa, and Illinois.

5. Area government officials (mayors, city managers, County Boards of Supervisors, village presidents, and municipal planners)

6. Community leaders

7. Council of Governments-voluntary organization of local elected officials who meet to consider regional problems and provide leadership in implementing regional plans.

8. National organizations

   -National Service to Regional Councils
   -National Association of Counties
   -The National League of Cities

Resources Needed

Additional staff time from participating institutions.
Greater contact with area service clubs.
Greater involvement of local governments.

Plans for the Future

Organize a citizens' advisory council.

Consortium work on pollution problems in the tri-state area.

Complete charter for the Tri-State Planning Council.

Credit and non credit seminars (offered by the WSU-Platteville Institute of Public Affairs) on subjects such as administration, budgeting, zoning, resource development and community and area planning courses.

COMPREHENSIVE MANAGEMENT PLAN FOR A SMALL WATERSHED

Wisconsin State University-Stevens Point

Dr. Paul A. Yambert, Professor of Conservation, Dean, School of Applied Arts and Sciences
Professor Irving L. Korth, Conservation Department
Mr. Had Manske, Representative of the Park Commission, Stevens Point

Purpose

This project deals with the development and implementation of a management plan for the portion of the Plover River Drainage Basin in Portage County that is bounded on the north by the Jordan (county) Park and the south by the Iverson (city) Park. The research and consultant team of specialists from Wisconsin State University-Stevens Point, in cooperation with local government officials, is preparing a multiple use plan for this one thousand acre area. The management plan involves about 12 miles of river meandering over a total distance of about five miles. This site would be maintained in its natural environment as a recreational area contigent to a growing population center, similar to New York City's Central Park. This plan will minimize present and possible future conflicts among use patterns while maximizing the benefits which may be derived from the recreational, scenic and educational resources of the watershed.

The project is designed to demonstrate that this kind of program can be successfully supported through community action without requiring extensive federal aid.

A basic concern leading to the development of this project centers on aspects of urban sprawl and the concomittant problems of environmental deterioration, such as:

- Public officials are inadequately informed of resource management techniques and alternatives.
- Water quality for industry, recreation, domestic use is deteriorating.
- Potential recreation sites near cities are vanishing.
- Lack of adequate zoning ordinances creates problems in providing services to county residents and results in incompatible and inefficient land use.
- There is inadequate planning to insure the preservation of esthetic qualities of the environment.

As planned by WSU-Stevens Point, the project has the following goals:

1. Solve some of the identified community problems through work with private organizations, state and federal agencies.

2. Identify methods that could apply to the solution of similar problems in other communities.

3. Develop a team of experts that could assist other communities on a consultant basis. Also offer University courses in resource development.

Accomplishments September 1966 - June 1968

1. Portage County Park Commission established an advisory committee to guide in the planning and development of the small watershed development project. Membership includes a local businessman, county forester, work unit conservationist, University Extension agent, conservation warden and a professor of conservation. Wisconsin State University-Stevens Point involvement, centered in the Conservation Department, permits more concentrated focus on the watershed project.

2. Wisconsin State University-Stevens Point students in Wildlife Management conducted extensive mapping and compiled resource inventories of the area. These maps and inventories will be useful in locating future developments such as campgrounds and nature trails. Included were:

-Wildlife habitat survey
-Soil survey
-Aerial photos of the basin
-Ownership maps
-Potential recreational and camp sites

3. The project team worked with the Zoning Committee of the Portage County Board of Supervisors to designate this flood plain area as a conservancy district in the zoning ordinance.

4. Public relations events, including a canoe trip through the area, have been sponsored to gain public support and explain the scope of the project to community leaders and decision makers.

Resources Utilized

Wisconsin State University-Stevens Point - Department of Conservation and Natural Resources
University of Wisconsin specialists and researchers
University Extension, The University of Wisconsin

- Representatives from state and federal agencies
    - U.S. Forest Service
    - Soil Conservation Service
    - State Department of Natural Resources
- Private organizations
    - Conservation groups
    - Service groups
- Portage County Park Commission
- County Zoning Committee
- City and county government officials
- Community civic and industrial leaders
- Local mass communication media

Resources Needed

Additional studies are needed, including a sociological survey of the people directly affected by the project (those living in the area) to help the project team gain greater understanding of the people they must deal with in their efforts to gain public confidence and cooperation.

Plans for the Future

1. Efforts to obtain legal easements in the watershed area will be expanded.

2. Public relations work with groups owning the land involved including government groups, private individuals and organizations such as the Boy Scouts, Isaac Walton League, etc. will be conducted.

3. Individual contact and greater involvement of key community and industrial leaders will continue to gain public acceptance.

4. Complete scientific studies are planned to establish setback requirements for buildings and requirements necessary to prevent pollution from septic tanks, etc.

5. Educational work projects for University students will include stream improvement, observation blind construction and recreation site improvement.

6. A management plan will be provided for Boy Scouts to guide their work on stabilization of river bank.

7. A comprehensive report will be published.

8. A slide series with synchonized tape narration will be prepared.

9. Adult education classes will be conducted to explain project to the general public.

10. Canoe landings will be constructed.

11. The specialist team plans to work with the Park Commission in preparing a LAWCON request to facilitate acquisition of key areas within the watershed.

SUPERIOR, WISCONSIN COMMUNITY DEVELOPMENT INSTITUTE

Wisconsin State University - Superior

Dr. John C. Haugland, Vice President for Academic Affairs
Professor Robert D. Larsen, Department of Geography
Mr. Charles Deneweth, Mayor, City of Superior

Purpose

The Community Development Institute (CDI) project is addressed to the problems of local government in Superior, Wisconsin, as determined by research undertaken in 1966 by Wisconsin State University-Superior. The basic problem is the citizens' lack of knowledge and interest in local government and their role in community life. This disinterest is reflected in the lack of effective action to remedy specific problems.

This Title I project is designed to increase Superior residents' awareness of local problems in community development and to encourage their greater participation in efforts to solve those problems. It is also planned to contribute to the development of Wisconsin State University-Superior specifically in its ability to be increasingly active in community leadership and service.

WSU-Superior, through the Community Development Institute, is dealing with the problems by proposing to offer a laboratory-type course in local government. The CDI is attempting to provide information to city officials and citizens and is also offering staff assistance to the Citizens Advisory Committee for Community Improvement.

1. The immediate goal of the CDI is to interest and inform the electorate about local government, its potential and importance.
2. A more long range goal is to encourage interested citizens in becoming more actively engaged in activities that lead to the betterment of the community.

Accomplishments June 1967 - June 1968

I. A reference and resource library for the Community Development Institute (CDI) has been established with materials pertaining to the local area, other Wisconsin communities and information from government agencies.

II. The Citizens Advisory Committee of community and civic leaders was organized in 1967 to help the CDI plan meaningful activities and programs. With faculty support from Wisconsin State University-Superior, the citizens' committee reviewed several topics in an effort to define a focus to most effectively utilize the resources of the Community Development Institute. Topics reviewed included:

- comprehensive community planning
- zoning
- urban redevelopment (housing, slum clearance, urban renewal)
- community services
- cultural offerings of the community
- political structure (how to coordinate efforts and activities of various levels of government)
- youth opportunities available in the community

A. After intensive study and discussion, the Institute directed its initial emphasis toward youth, specifically the creative and wholesome use of youth's leisure time. Major objectives were to:

- create citizen interest and involvement
- promote and carry out joint studies designed to identify status of current youth programs and the needs for the present and future
- develop a comprehensive plan for youth recreation and leisure programs
- provide the community with information regarding the program

Accomplishments include:

1. Data collection and compilation of available facilities and programs and the extent and manner in which these resources are used.

2. The present commitment of local resources (both human and financial) for recreation and leisure type programs is being studied. A questionnaire to determine what we have and what youth want, developed with aid from state and local experts, will be administered in the fall of 1968 to all junior and senior high school students in the city.

B. In 1967 city voters passed an advisory referendum for a minimum housing code which was ratified by the City Council in October 1967. (According to the 1960 census, of 11,183 housing units in Superior, 3,516 were deficient.)

As a follow-up to the adoption of the housing code, the Community Development Institute, with sanction of local officials, designed a "workable program" for Superior. A small CDI work group was named to help the community implement the program.

A workable program, as defined by the Community Development Institute, is the community's plan of action that identifies the public and private resources that can be brought to bear on problems within the community and specifies the action desired. The federal government requires that a community must be helping itself before it is eligible for certain kinds of federal aid, which in turn are based on tested principles of good municipal management:

-adequate codes and ordinances
-comprehensive community plan
-neighborhood analysis
-efficient administrative organization
-adequate financing
-provide housing for displaced or dislocated families
-citizen participation (keystone of the program)

In essence the development of the workable program, as structured by the Community Development Institute, has been planned to:

1. Create and foster local administrative and citizen involvement in community improvement programs.

2. Provide technical assistance to the local officials in the development of the program.

3. Develop and submit, in cooperation with local officials and government, a workable program to the Department of Housing and Urban Development (the CDI is in the process of preparing the report for HUD).

4. Function as an information and educational center for total resource development in the evolvement of the workable program and others which may result.

Recognizing that the success of the workable program depends upon citizen participation, the Mayor appointed a citizens' advisory committee in May 1968, with a membership of 27 representative community leaders.

III. The University-City effort to maintain effective working relationships is apparent in several major projects to facilitate mutual University-City growth:

1. The city government actively expedited University acquisition of a 90-acre tract for expansion purposes.

2. Construction of a University-City multi-purpose arena complex (city would contribute $270,000 of the $900,000 project) was recently approved as a result of intensive work by both University staff and local government officials.

IV. As an outgrowth of the Metropolitan Area Transportation Study, a Council of Governments has been formed. This type of a council is organized to help communities assist each other's efforts to upgrade and improve living conditions.

PRESERVING AND ENHANCING THE SCENIC QUALITY OF BAYFIELD, WISCONSIN

University of Wisconsin, Department of Landscape Architecture

Professor Eugene E. Anderson, Community Affairs, University Extension, Bayfield County
Mr. Darrel Morrison, Research Assistant, Department of Landscape Architecture
Mrs. Virginia Burtness, Secretary, Planning Commission, Bayfield

Purpose

The proposed Apostle Islands National Lakeshore project will draw an estimated one million visitors each year to the Bayfield area. The impact of this tourism explosion will be felt not only by the City of Bayfield (pop. 969), gateway to the Apostle Islands, but in many rural communities located on the major highways leading to the area.

History warns that unless appropriate community action can be generated, the area will face a complex of roadside carnivals, garish signs and eventual destruction of the scenic qualities which helped create this recreation resource.

A major goal of this project, directed by the University of Wisconsin, Department of Landscape Architecture, is to demonstrate various procedures by which communities can analyze local resources, develop plans and activate programs to preserve and enhance the scenic qualities of Bayfield before the pressures of tourism lead to a honky tonk community image.

This demonstration study will show the people of Bayfield ways to guide development to meet new demands and yet retain the distinctive character of the city. Although, at first the project was considered primarily a design study, it has increasingly evolved as an educational project since any plan or proposal of this type is worthless without local acceptance and implementation.

Educational objectives as defined by the project team are:

1. To sharpen local people's awareness of outstanding scenic quality of Bayfield, its rich heritage and unique character.

2. To show positive alternatives to ticky tack development through the use of plans, drawings, photographs and three dimensional models of proposals for Bayfield and by explaining how certain other communities have already done an outstanding job of planning to preserve their scenic quality.

3. To develop grass roots awareness of the need for planning and the need to make certain guidelines acceptable.

4. To serve as a case study, or demonstration, for other small towns showing how change can be orderly, appropriate and yet imaginative enough to retain unique local character.

An interdisciplinary team of University of Wisconsin specialists from Extension, research and teaching and landscape architecture senior students was formed to focus the necessary resources required for solution of this problem. Team members are from the disciplines of landscape architecture, land economics, law, land use, natural resource planning and horticulture.

Accomplishments July 1967 - June 1968

1. Meetings were held with Bayfield citizens in October 1967 to obtain their involvement and opinions on directions the project should take in their village. Informal discussions between team members and local citizens took place on several other occasions.

2. The mayor and the City Council created a local Planning Commission in November of 1967.

3. The Northwestern Regional Planning Commission has initiated a comprehensive plan for the community.

4. During the project year a quarterly newsletter, Blueprint for Bayfield, was sent to all village residents. The multi-purpose publication, written by University of Wisconsin team specialists, helped meet several educational objectives: developing increased awareness of Bayfield's heritage, providing specific recommendations for action and discussing the value of planning for change.

The Bayfield County Press published at least one article per month written by a project team member. Other features submitted by area residents were frequently printed.

5. Studies and models constructed by The Department of Landscape Architecture students were presented at the citizen meeting, June 5, 1968. Included were short range, easy-to-execute recommendations in addition to long range plans and ideas for private development that would reflect Bayfield's character. About 200 area residents attended.

6. Major articles describing the project were published by The Milwaukee Journal, The Milwaukee Sentinal, and regional newspapers.

Resources Utilized

University of Wisconsin, Department of Landscape Architecture.
University Extension, The University of Wisconsin
Bayfield County Board of Supervisors
State and Federal Agencies -- Soil Conservation Service, Wisconsin Department of Natural Resources
State Historical Society
Community leaders and local citizens
Northwestern Wisconsin Regional Planning Commission

Resources Needed

1. Coordination of the many agency programs, plans and studies relating to the area so that logical guidelines for long range development can be established.

2. Greater involvement of local people.

Plans for the Future

1. A major conference will be held at Northland College, at which the project's implications for other communities will be discussed.

2. A comprehensive written report will be distributed in the fall, 1968. The publication will include background research material, community visual inventory data and physical design recommendations for Bayfield, along with suggestions for their implementation.

3. Popularized summaries of the project will be published for wide distribution.

4. A movie covering the project is being produced by the University of Wisconsin College of Agriculture, Department of Agricultural Journalism. The production, covering all aspects of the project, will be widely distributed to illustrate the accomplishments of this demonstration case study.

5. Plans for continued emphasis on educating and involving local people must be formulated. University Extension, county and area offices will assume a more active role in the education of local people to implement the recommendations. Conferences with members of the Bayfield County Board of Supervisors, special committees and leading citizens are scheduled.

Some Agency Contributions in Problem Solving

Planning Resources, Bureau of Local and Regional Planning
Airsheds, Watersheds, and Garbage Dumps
Political Aspects of Area Resource Development
Land Use Planning and Zoning
Aesthetic Development - The Wisconsin Townscape
Lessons Learned Through Commission Experiences

PLANNING RESOURCES OF THE BUREAU OF LOCAL AND REGIONAL PLANNING, STATE DEPARTMENT OF LOCAL AFFAIRS AND DEVELOPMENT

Mr. Al Karetski, Director of Planning
Bureau of Local and Regional Planning

Organization - Department of Local Affairs and Development

Mr. Douglas Weiford is Secretary (Head) of the Department of Local Affairs and Development and serves at the pleasure of the Governor. Department policy is guided by an 11 member advisory council. The executive assistant and a special assistant to the Secretary serve the Milwaukee urban area to improve linkage between the state and this major metropolitan concentration. There are also a number of other supporting staff members.

Four Divisions comprise the operating units of the Department of Local Affairs and Development and all of these Divisions engage in some planning activities. For example:

1. Economic Development Division - social and economic planning.
2. Emergency Government Division - civil defense planning.
3. Wisconsin Exposition Division (Old State Fair Board).
4. State and Local Affairs Division, includes three Bureaus
    - Bureau of Economic Opportunity - social and economic planning.
    - Bureau of Community Affairs
    - Bureau of Local and Regional Planning - comprehensive planning activities.

Functions and Role of the Bureau of Local and Regional Planning

The primary function of the Bureau of Local and Regional Planning is to encourage and provide sound comprehensive planning programs for local Wisconsin governments (villages, cities, counties, regions, councils of government) to stimulate and achieve desirable physical, social and economic development of these governments.

In this definition the term "comprehensive planning" serves to promote and facilitate, on a continuing basis, a community's orderly economic and physical development and the most logical use of human and natural resources by

1. Identifying development problems and opportunities and providing a broad base of planning information.
2. Providing short and long range coordinated policies, plans and programs to guide sound development of the community as a cohesive physical, social and economic unit.
3. Providing a framework for implementing development proposals through coordinated fiscal programming regulatory measures such as zoning, subdivision regulations and related activities.

A second major function of the Bureau is to help local governments establish an on-going planning process that will improve local decision making on planning and related development matters. Emphasis is focused on guiding the placement and timing of public improvements such as schools, parks, sewers, etc., to derive maximum effectiveness from accompanying private investments for residential and business developments. Thus communities will be able to capitalize on development opportunities while dealing with current and emerging development problems.

A third function is to strengthen the state's relationship to localities by encouraging mutual state-local identification of development problems and needs and by providing a cooperative basis for dealing with common development concerns.

One of the key responsibilities of the Bureau is administration of the 701 program, a federal urban planning assistance program available to states and localities under the Housing Act of 1954. This program generally provides federal grants to the state planning agency to cover two-thirds of the cost of a local, county, regional or state planning project. Since 1959 more than 150 Wisconsin communities have benefited from such grants.

The Bureau of Local and Regional Planning has a specific role in administration of 701 planning. The Bureau can help localities

-prepare reconnaissance reports
-prepare applications for urban planning assistance
-prepare urban planning assistance contracts
-administer and carry out planning assistance projects
-supervise work performed on projects
-prepare project completion reports
-prepare two-year follow-up reports
These follow-up reports are compiled after Bureau representatives visit a community two or more years following completion of the planning project to examine accomplishments and review results.

The Bureau also administers an annual $20,000 state planning assistance grant program to stimulate and assist comprehensive planning programs in areas that have planning staffs. At local request, the Bureau will provide planning development information and give technical planning help primarily in preparation of a local comprehensive planning program.

Special planning projects with potential statewide or regional application are also undertaken (for example the Bureau did a study on extra territorial zoning as it could be applied in a smaller community).

The Bureau also acts to

- -encourage creation of regional or areawide planning agencies.
- -encourage development of local planning staff.
- -provide state technical staff at local request.
- -assist in preparation of workable programs at local request.
- -review certain capital improvement proposals by state agencies and local governments (i.e. airports and sewage treatment plants).

Wisconsin Trends, Problems and Opportunites in Planning

Resources to assist Wisconsin localities and regions in establishing effective comprehensive planning assistance programs will continue to be modest. However, since the state planning assistance program dates back to the 1930's, a majority of the state's communities have received some assistance. Presently more communities are seeking aid than can be accommodated with available state and federal monies. Federal planning funds are now available to states by allotment (based primarily on urban populations) not on a first come, first served basis as was previously true. Consequently, Wisconsin's current share of funds is 50 to 60 percent below other years. However, since the allocation is also somewhat determined by adequacy of state staff and their performance record, the Bureau feels that Wisconsin's share could be increased by improving the record and strengthening staff capabilities.

Planning programs trigger millions of private investment dollars for housing and business developments and provide the guidance to gain maximum economic effectiveness in these investments. Also millions of federal and state dollars have been channeled into Wisconsin communities in grants for parks, sewer and water facilities, housing for the elderly, etc. And this will mushroom, since sound local planning programs are an essential precondition to gaining access to these federal grants for improvements. The number of federal grant programs and the comprehensive planning program requirements are increasing. Wisconsin communities that do not have these planning programs are severely handicapped in obtaining federal aids.

At present there is no state policy on urbanization. Although there are many different legislative expressions and individual impressions at the county and local level, the state as such does not have a crystallized, well considered policy toward accommodating urbanization in Wisconsin. It would be highly desirable to move in that direction.

Master plannism, or package planning, is becoming outmoded. Instead planning efforts are now approached on a team basis, representing a great variety of disciplines and obtaining inputs from all concerned interests.

The reconnaisance report mentioned previously is a new federal requirement which specifies that a rough prospectus for a planning program be drafted before an application for planning aid is ever submitted to the federal government. While some states have reacted adversely to this requirement, the Bureau of Local and Regional Planning supports this requirement because it enables staff working with communities to obtain an expression of local problems and identify opportunities for improved change. It also gives the Bureau an opportunity to explain the ABC's of planning before commitments are made.

Reconnaissance reports are also being effectively used to obtain inputs from other state agencies and institutions which provide insight into community problems and development opportunities that may not be apparent at the Bureau office in Madison.

Planning should be the basis for forging a better understanding and linkage between state and local governments. Local governments need to try to guide development in a manner that does not jeopardize state facilities. Conversely, state projects need to be coordinated with local plans whenever possible. In building and shaping communities it is vitally essential to secure local inputs as well as those from technicians and experts.

Additional Observations

Many of the viewpoints I am discussing are my own observations and should not be interpreted as Department statements, but I would like to present them for your consideration. An improved structure for planning is essential before we can achieve a better implementation record. This involves more local planning staffs and technicians, well informed community decision makers, greater citizen understanding and support for planning and the opportunity for local participation.

The Bureau plans to work more closely with the American Society of Planning Officials since many groups in Wisconsin could benefit from the resources of this national organization.

District offices of the Bureau may need to be established to facilitate planning assistance; coordinate state, local and inter-local plans and programs; and provide administrative and fiscal advice and direction for local governments. Perhaps this could be implemented on a team basis - a team of technicians trained to advise communities on planning and, perhaps, on other available state services. This proposal tends to be rather controversial since some communities like to get assistance from the state while others do not. It is a fact that although many small communities get planning assistance, they do not benefit from much direction on management and budget matters. This emphasizes the danger of overloading the planning assistance without shoring up the other two legs of the governmental stool.

There will be a greater emphasis on area planning and pooling of resources to deal with the problems and opportunities brought on by increased urbanization. There is a need to establish some uniformity in the state regional planning commissions. Additional state monies and staff will be required to insure that counties with limited resources have the same advantages and resources to develop quality programs as the more wealthy counties.

There is a need to develop more efficient machinery for urban renewal, redevelopment, and housing assistance. Although statutes refer to the fact that the Bureau is authorized to assist in urban renewal and redevelopment activities, no budget has been designated. Consequently, the state gives little direction to urban renewal and redevelopment. In the meantime, communities are aging and downtown areas are declining. There are massive social problems in places such as Milwaukee and we see signs of budding social problems in other communities. It may be in order for the state to assume more of a stimulator role rather than to only fulfill assistance responsibilities in reworking Wisconsin communities.

Another controversial issue is the need to facilitate jurisdictional planning to permit orderly growth, not growth by accident. Again, let me reiterate that many of these observations are my own viewpoints and should not be recorded as Department statements. Since I have worked in other states I can observe that Wisconsin annexation procedures tend to encourage communities to expand, sometimes through very devious means. I have worked in states where the reverse was true, where programs were designed for orderly community expansion. These programs go beyond physical planning and deal with the concern of which governmental jurisdiction is going to prepare to accommodate the inevitable urbanization. There are a number of alternatives that could apply to each urbanizing area in Wisconsin and it might be highly desirable if we could somehow facilitate the planning to take into account the jurisdictional consideration of "who is going to pay for what" in the future.

Consideration of a minimum standard zoning ordinance of subdivision regulations is also a highly controversial matter. It is apparent that many communities can zone almost as they see fit. They may be somewhat restricted regarding flood plain and shoreline zoning, but not too long ago, a county could have zoned the entire area commercial or industrial if they had so desired. Although an exaggeration, this illustration emphasizes the problem. There is no real machinery to insure that zoning, if enforced, is applied in a reasonably equitable fashion. There are minimum building codes and standards and other types of codes to establish some common point from which to start. But in the case of zoning, perhaps in the subdivision regulations, something further needs to be done to protect the economic structure of the county or community from devastation by a poorly constructed, poorly applied zoning ordinance.

The Local and Regional Planning unit of the Department of Local Affairs and Development is very interested in participating in meetings such as this where people are raising questions of the fundamental issues facing Wisconsin government and probing ways to work cooperatively to shape development and build guidelines for better communities and environment through application of the comprehensive planning process.

AIRSHEDS, WATERSHEDS AND GARBAGE DUMPS

Mr. Freeman Holmer, Administrator
Division of Resource Development
State Department of Natural Resources
Madison, Wisconsin

This afternoon I want to talk to you about some issues basic to the problems you are dealing with. Because the political aspects of area development and area development planning are crucial, we need to devote particular attention to them.

The distribution of governmental authority has always been a problem for rulers. Whether the government is the people or a single despot, it is necessary to delegate responsibilities for various segments of the total governmental function. Obviously, this can be a functional distribution in which you allocate particular spheres of responsibility, depending on the function they perform. Or you can identify specific areas of jurisdiction to assume full power. You can mix these distributions at various levels of government if you are dealing with substantial geographical areas. The stability of the government and the programs is drastically affected by how well this area designation is conceived. So, too, is the responsiveness of the government -- if it recognizes problems soon enough to deal with them adequately, or if it lags in facing them.

The size of the government, reflecting the size of the areas we are concerned with, has a considerable effect on the possibilities of using experts. Without an efficient area we may have a very representative planning unit, but it may not be very expert. Then, recognizing the need to divide governmental functions, the next question is, what will be used as a focus in the area?

This morning there was an accounting of a long list of overlapping jurisdictions in the ten northwestern counties, apparently all based on county lines. One rule established at the outset in the definition of regions by the Department of Resource Development was that we should follow county lines. Although this may not be terribly important, it can be useful. However, I think there are more fundamental considerations. Those who are exposed to natural resource management tend to learn about ecological balance. We know that the cornfield is the most unstable kind of situation you can find. Yet we constantly work at that field to keep out weeds and insects which just naturally want to restore ecological balance. The same thing happens in the management of forests, fish and wildlife. The problem of balance is real.

For most government purposes we tend to form our areas on a somewhat ecologically sound base by designating them for multiple uses. Although we do establish ten-county or seven-county areas for many kinds of planning and operational purposes, this is not exclusive. School districts are clear examples of another kind of exclusive jurisdiction. You may set up forest districts, you may set up game management districts, but for most governmental purposes we do tend to use a multiple purpose basis.

When there is a basic choice between general purpose and special purpose kinds of government, you must reckon with another aspect of this problem, the vertical and horizontal distribution of governmental power. You are all familiar with the division and separation of powers in the United States Constitution and the role of the states and their relationship to counties, cities and special districts. Usually we don't pay too much attention to the horizontal relationships at a specific level. Our counties are mutually exclusive. They cover the total area of our state and within their jurisdiction, they deal with problems exclusively.

Looking at my job as Administrator, Division of Resource Development, and its relation to this problem, I find I must come to grips with four basic factors.

1. The areas in which we are concerned must relate to the natural phenomena with which we deal. Wisconsin is located in two major basin areas as defined by the federal government, the Upper Mississippi and the Great Lakes Basin. Boundaries of these basins are determined by certain geographic ridges, which do not coincide with the airshed boundaries the federal Department of Health, Education and Welfare is defining. From an administrative view, how should one Division in the state government best organize to deal with two problems that have two different geographical areas in terms of the nature of the natural phenomenon with which we must deal?

2. The second problem is one of administrative efficiency. What size staff is required to run a regional office to achieve economies of scale in the use of three, four or five people? Can one-man offices do the job or are twenty-man offices needed in the field? What kinds of field equipment are necessary?

3. The third question that invades decisions on designation of areas for development is one of fiscal resources. This is not so much a management problem as it is one of determining the proper unit to be concerned with river management, air pollution, or solid waste disposal, etc. At Wisconsin Rapids last fall we tried desperately to encourage local industries to cooperatively establish a major treatment plant, but it didn't work out. It would have involved more than one community. In terms of fiscal resources, what is the proper area to use in planning for sewage treatment?

4. The fourth element in the problem is the one I probably worry about most in the business of air and water pollution and refuse disposal (and I don't really sense that other people are concerned) --

the matter of insuring popular control. In the lower Fox River between Neenah, Menasha and Kaukauna there are a dozen paper mills. There are also at least a half dozen communities, each with its own sewage treatment facility. There is considerable talk about finding means for a single collection or treatment system for the area. At this point, the only provision in law that comes anywhere near meeting that need is that calling for the creation of a metropolitan sewerage district. Do you know how to create a metropolitan sewerage district? You get a petition and take it to court. The court appoints the commissioners and their successors; they have the authority to levy taxes. It is not a very satisfactory device in terms of popular control. This type of popular control worries me and it should concern anyone involved in the problems of area development.

There are other issues in the development of our program as it tries to deal with area delineation. Let's say we decide that we do want to adjust areas to encompass the existence of natural phenomena or to an administratively efficient unit, or to an area based on fiscal resources. Then, when we look at a pollution problem, do we consider the area within which the pollution originates or do we view it as the area into which the pollution must be dissipated? I guess you can't separate them entirely. You could deal with it in terms of where the pollution originates; it then becomes the responsibility of that governmental jurisdiction to get rid of it. It may be that you need to have areas broad enough to deal with both the sources and the disposition.

Another element that comes into any such delineation of area is the role of existing local governments. This is something most of us approach rather gingerly. We know full well the sensitivity that exists in any local government. So before you supersede, abolish or consolidate you must consider how to get at the problem.

Let me talk about the City of Fond du Lac. Many of you are familiar with this as a classic case which is duplicated all across the state. The City of Fond du Lac has an overloaded sewer system that must be improved. But it is not nearly as derelict as the Town of Fond du Lac which has no sewage collection and treatment system at all. The Town of Fond du Lac is under state orders to abate their pollution. They can build their own treatment plant or they can connect to the City of Fond du Lac and have the city treat it in an adequate plant. Either method is acceptable to the State. For a while we seriously contemplated requiring the City of Fond du Lac to provide sewage treatment service to the Town of Fond du Lac. But the City protested, because without sewage treatment service as a lure, they felt the urbanized area of the Town would resist annexation. There was other strong feeling that, in areas which should be part of the central city, the state should not use sewage treatment to perpetuate limited purpose governments such as the Town. However, from a sewage disposal point of view, it is feasible for the Town of Fond du Lac to build a sewage system and connect to the City. What then is the responsibility of a state department? Is it to worry about the condition of local government? My Board said yes, and I am inclined to think they are right. But the ultimate solution is going to be difficult to come by in the years ahead. Unless Wisconsin's Tarr Committee devises a formula that points to a more rational system of local government, this problem will be with us for a long time. (The Tarr Committee is a special study committee on evaluation and recommendations on modifications in local government and finance.)

In Virginia a similar committee has recommended that the state adopt some area planning districts blanketing the major urban areas. The intriguing aspect of the Virginia proposal is that the law provides that once this general purpose planning district is operational and assumes certain specified governmental functions for the whole planning area (which pretty well ignores municipal boundaries) it may well undertake roads, welfare and sanitary services in addition to other functions.

And so, as one considers the solutions to a host of area problems, I would urge greater concern for the representativeness of the body which is guiding the development. The ultimate test of any of these area units is their effectiveness in solving problems and taking advantage of opportunities. We must pay close attention to the highly political aspects of area development.

POLITICAL ASPECTS OF AREA RESOURCE DEVELOPMENT

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The Background in Brief

The case history of Cherokee Marsh in Dane County, Wisconsin dramatizes the political aspects of area resource development. Even though it is located in a rapidly urbanizing area, and perhaps more complex than a similar case in a rural area, the process by which we can analyze a problem politically will serve in other places in the state--and nation.

Cherokee Marsh serves as a filter for Lake Mendota. The rate of eutrophication of the lake depends in large measure upon the retention of the marsh in its natural state. Just as Lake Erie is a cesspool, eutrophying very rapidly, Lake Mendota might well die at a more rapid rate if urban development is permitted.

The Dane County Conservation League in 1957 called initial attention to the need for preserving the marsh, emphasizing its utility as a waterfowl refuge and spawning ground. Specialists in the (then) Conservation Department strongly supported the League's purpose of retaining the marsh "in the public interest." Moreover, they put a high priority on securing money to purchase or lease the marsh by pushing for higher hunting and fishing license fees, and aid from federal sources. Costs for acquisition (over a 20-30 year period) were estimated at anywhere from $65,000 to $250,000.

What happened? In 1958 a real estate developer bought 927 acres of Cherokee Marsh for possible homesites, at a cost of $325,000. Prior to this the City of Madison had prepared a Master Plan of Land Use, designating Cherokee as "park, open space, and recreation land." This was so voted by the City Plan Commission in December, 1959.

Walter Johnson, then Madison city planner, pleaded eloquently for preservation of the marsh to preserve "community values," and he also suggested that a committee of professional experts be set up to determine the various public interests in the marsh. This was done in August 1960, but the committee's conclusions and recommendations were not made public until June, 1962, and its final report was not released until September, 1963.

Other events (at the state level) were taking place during this period. Governor Nelson presented to the Wisconsin Legislature a Ten-Year Program--Resource Development and Outdoor Recreation which proposed that new project acquisitions between 1963 and 1971 include 1640 acres along the Yahara River and 3800 acres of Cherokee Marsh to be maintained as wetlands for game management. And in August of 1961 Governor Nelson signed the bill which he sponsored for a ten-year, $50 million conservation program for the preservation of outdoor recreation resources. Meantime, the city planner (then Ken Clark) and the Madison newspapers were giving extensive attention and coverage to the need to adopt a master plan for parks and open spaces.

The fat was really in the fire in October, 1961, when it became known that a group of prominent men, mostly from Madison, created Cherokee Park, Inc., purchasing 928 acres from the previous owner for $1,038,000. (The previous owner had paid $325,000 for the land.) In three years there was an appreciation in value of $713,000 or a more than tripling in value in that time.

What kind of development did Cherokee Park, Inc., have in mind for the area? These men envisioned a new multi-million-dollar community, including an eighteen-hole championship golf course, a country club clubhouse, swimming pool, tennis courts, and that possibly in the next five years there would be as many as 500 residential sites, a shopping center, a bowling alley, motel, a nine-hole addition to the golf links, and perhaps a sports arena.

In terms of governmental jurisdictions involved there was the City of Madison and the Towns of Burke and Westport. It should be remembered, too, that conservancy zoning was only being talked about as a possible way to preserve our wetlands. And each town had the privilege of using or not using land use controls within its jurisdiction. Getting back to governmental jurisdictions involved, the county (Dane) got involved by setting up a citizens' planning committee that "studied" the needs of the county and put out a report in 1961 called Blueprint For Growth in which it was recommended that Cherokee marsh was one of seven or eight areas that ought to be put into conservancy districts. But until recently, Dane County has continued to treat the marsh purely as a City of Madison problem. At this stage of events (1968), it should be noted that the city and county are trying to get together to set up a regional planning commission.

The state was in the act at the beginning but became more so as time went on. However, this turned out to be a fight not only among the Conservation Commissioners, but also between the specialists within the agency itself (sometimes known as the bureaucrats) and the Commissioners. Governor Nelson was in the act early -- and the federal government was in the act too by 1962 when the Governor announced that federal officials had expressed great interest in a proposal for joint local, state, and federal preservation of Cherokee Marsh.

What's In a Plan?

The City of Madison had adopted a master plan for parks and open space which said: "Public control of the Cherokee Marsh is considered absolutely essential to the preservation of Madison's lakes and natural setting for use and enjoyment of all the citizens of the state and community." Plan Director Ken Clark continuously said that if the Cherokee Marsh were developed for residential use, it could mean a greater burden on the taxpayer, and it could mean a diminishing quality in Lake Mendota.

Both the Capital Times and the State Journal took the side of the "public interest" for what now amounts to a period of ten years. Both ran stories, pictures, editorials--clippings from which I have a file drawer full. Both papers reported what the mayor said, what the council said, what the plan commission said, and what the park board said. They reported what the Madison League of Women Voters said, and what local conservation clubs said at public meetings and hearings. They reported what the Public Service Commission and the Attorney General said. In fact, they reported much and exceedingly thoroughly every step in the controversy. They uncovered "hints of a deal" that private interests would prevail at the expense of the public. Meantime Cherokee Park, Inc., went ahead dredging a lake and channels in the marsh, building the golf course and laying out homesites.

What's Going on in Congress?

The issue was enlarged to the national scene in 1963. Former Governor Nelson had become a U.S. Senator, and in that year he opened his fight on the floor of the Senate to save America's outdoor resources. You will recall that President Kennedy made a trip across the nation then and delivered a speech at Ashland, emphasizing the need to set aside substantial areas of our country for all of the people who are going to live in it by the year 2000.

I will not repeat much of the local controversy that appears in my study because it gets too complicated and downright boring and frustrating. Suffice it to say that the mayor and council were at odds, until finally a special council committee took the matter out of the mayor's hands, and took it upon themselves to do the "negotiating" for the land that the city wanted. At best what came out was a compromise.

Cherokee Marsh and Lake Mendota Wed

Although you can't tell just when it happened, Cherokee Marsh and Lake Mendota wed. In 1965-66 the nation was bombarded by all the media with information on pollution, conservation, outdoor recreation, and open-space legislation. It seemed that radio, television, newspapers and magazines had all found these things "saleable" to the public. But, who can measure the effect this may have on legislators and the public?

Where Do We Stand?

1. The City of Madison has acquired about 1,296 acres in the marsh area which is considerably more than the 675 originally proposed to the Conservation Commission for city acquisition.

2. The State has acquired less than 500 acres of the 1,977 acres initially described within the proposed limits for state acquisition.

3. The gross cost for the acquired acreage was $461,775, of which $40,315 came from state aid funds and about $126,244 from federal funds.

How Do We Analyze Such A Puzzle?

I tried to state some ground rules; but people (depending upon their backgrounds) may differ or disagree with mine.

1. The laws of nature
2. Expectations based on custom and tradition
3. Economics
4. Statutory law and regulations

The Laws of Nature

Mendota has been one of the most studied lakes in the world -- a convenient laboratory for specialists in biology, botany, zoology, field zoology, wildlife ecology, plant taxonomy, plant geography, entomology, genetics, and other subfields that I, as a non-scientist cannot describe or even pronounce! However, as early as 1914 man has been warned that even the larger and deeper lakes are but fleeting features of the landscape. The creation of the subdivision by Cherokee Park, Inc., in 1961 was the signal for additional warnings--again by the "specialists and experts" in the Conservation Commission and the University.

Expectations Based on Custom and Tradition

Not fiction, but fact it is that not only the University but corporations have attracted to their staffs and executive complements, people who were willing to take $1,000 less in salary than other offers because the "good life" in Madison included the lure of Lake Mendota. Madison has had a series of civic-minded groups over the years (beginning with the Madison Park and Pleasure Drive Association in 1892) that have raised people's expectations about Madison.

It took a long time for "planning" to be accepted in Madison. It has taken longer to have it accepted for all of Dane County, for we are just now in the process of trying to put together a city-county (regional) plan commission. Just as Cherokee Marsh and Lake Mendota were so recently wed, so the two Extension arms of the University have been wed recently. The rural-urban differences are still with us--in the legislature, in the counties, even in Milwaukee County and Extension. We still have many values in conflict in spite of rapid communication and transportation. We have the suburban-central city conflicts to plague us, the tax structure too. And that brings me to the economics of the situation.

Economics in the Controversy

Admittedly, few people really want to tinker with free enterprise and democratic values, or equity. To tinker with one part of the system means we may have to over-haul the whole system--including our values. I think the dynamite is in our values. Since I started this study this has become dramatically demonstrated by the explosion in the ghettos and the explosion in our universities and colleges. Basically it is a problem of inequities across the board. The rich get richer, and the poor get poorer. At one point it looked as though Madison wanted the marsh at any cost, at another point, at a fair cost. Then the question is: "Who wants to preserve Cherokee Marsh for whom?"

Without Governmental Guidelines, What Happens?

Madison had some governmental guidelines: its Master Plan of Land Use, its Plan for Parks and Open Spaces, its Capital Improvement Program. It had, also, an active annexation policy. It has a liaison committee for the city and county. Dane County had a sort-of hazy citizen group's policy statement, Blueprint for Growth. The State of Wisconsin had a whole series of "blueprints" too, via Governor Nelson and the Conservation Department--at least on paper. All of these are PAPER. Even beyond these we had federal guidelines--the U.S. Land and Water Conservation Fund Act, we had Housing and Urban Development getting into the act. In addition we had numerous citizen conservation minded groups (lobbying groups) getting into the national act.

What About the Actors in this Drama?

For sheer numbers we have a "spectacular" going for Cherokee. I figured that we had just about 700 legislators involved in policy decisions affecting Cherokee over the ten-year period--and the end is not in sight. There were 5+ U.S. Senators and Congressmen, 5 governors, 33 state senators, 100 assemblymen; at the State level at least 1,794, in total including committees (an under-estimate). At least 340 county legislators (2-year turnover, remember). And at least 172 city lawmakers and citizen group representatives. I wasn't able to estimate the number of people who were members of citizen groups that participated in one way or another in the controversy.

I would like to say a few words about the "institutional" actors in the drama--and I refer specifically to the educators who were scarce in their impact on the problem.

The Educators as Actors in the Drama

Madison is no different from any other urban place. There is a smugness that says everything is all right. The ivory-towerists as well as the extension-ists are being rejected--ignored. It seems to me that education from kindergarten through graduate and post-graduate study has not been relevant to the problems we face -- or should have faced. Sure, we have in the last two years tried to improve "conservation" education at the University. It is now switched to natural resources management. The University semester course now contains 3 hours on the politics of conservation. Isn't that an accomplishment? Three hours out of one semester? That's at the University. How about the way conservation is taught in the elementary and secondary levels? There is no requirment that says that every student must be taught the ins-and-outs of our political system before he can graduate from any level--including the graduate and post-graduate. In my humble judgement, it is the lack of political education that makes Cherokee Marsh such a dismal, exasperating, frustrating, gamy, hallucinatory, insidious commentary on our political system.

My study was intended as an attempt to put into political terms the kind of education that is needed in Wisconsin and the nation. What we face as educators is the problem of translating this kind of demonstration into local issues from the place you come from, because people cannot, or do not, or are not able, to translate this experience into their local situations, or to relate their local problem or situation into county, state, and national terms of reference.

LAND-USE PLANNING AND ZONING[1]

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In August 1966 the State of Wisconsin enacted a bold and imaginative law to protect the clear waters and natural beauty of its rural shorelands.[2] The law treats shorelands as a special management unit to minimize water pollution and to preserve fish, wildlife and natural beauty which make the waters and shorelands recreationally attractive. The law requires special county zoning for the unincorporated shorelands of all navigable waters,[3] sets special shoreland zoning objectives to "prevent and control water pollution, protect spawning grounds, fish and aquatic life;...and reserve shore cover and natural beauty,"[4] and authorizes state-level zoning by a state agency, the Division of Resource Development,[5] in the event counties do not adopt effective shoreland ordinances by January 1, 1968.[6]

The shoreland provisions are part of a broader pollution abatement and prevention act which reorganizes and strengthens state regulatory, planning, and coordinating functions. The act centralizes water management powers in the Division of Resource Development.[7] As part of its new duties, the division is to administer this shoreland protection program.

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[1] Material is based on an article entitled "Natural Resource Protection through Shoreland Regulation: Wisconsin" by Douglas A. Yanggen and Jon A. Kusler which was published in Land Economics, Vol. XLIV, No. 1, February 1968.

[2] Sec. 59.971 and Sec. 144.26 Wis. Stats. (Supplement, Vol. 3, 1965).

[3] Sec. 59.971 (1) and (6) Wis. Stats. (Supplement, Vol. 3, 1965).

[4] Sec. 144.26 (1) Wis. Stats. (Supplement, Vol. 3, 1965).

[5] Chapter 75, Section 25 (5), Wisconsin Laws of 1967 changes the title, "Department of Resource Development" to "Division of Resource Development." The latter title will be used throughout this article.

[6] Sec. 59.971 (6) Wis. Stats. (Supplement, Vol. 3, 1965). Sec. 87.30 (1) Wis. Stats. (Supplement, Vol. 3, 1965) also requires villages, cities, and counties to adopt flood plain regulations by January 1, 1968. Although flooding is a serious problem in some shoreland areas, flood plain delineation and regulation raises complex and special problems. These will not be discussed.

Shoreland Values. Wisconsin, like her sister states, Minnesota and Michigan, abounds with recreational waters. More than 8,800 inland ponds and lakes ranging in size from a few acres to about 137,000 acres, more than 1,500 trout streams and numerous recreational rivers and more than 724 miles of Lake Michigan and Lake Superior shoreline make water recreation a primary Wisconsin attraction. Because of improved highways, the expanding metropolitan populations of Wisconsin and Illinois are finding the recreational waters and scenic beauty of these areas increasingly accessible. Understandably, outdoor recreation is a big business. Its importance is magnified by the fact that recreation and tourist enterprises represent one of the most important sources of income in many of the economically depressed northern counties which contain most of the recreational waters of the state.

Shoreland Problems. In the 1920's and 30's with the appearance of the first good roads in northern Wisconsin, the development of lakeshores for recreational use began. Natural scenery and access to the water made these areas attractive for cottages and resorts. Scattered buildings appeared, and then began to form ribbons of development. This trend sharpened with the increasing demand for water-based recreation. Today soaring land prices[8] tend to intensify development of recreational shores.

But with development comes problems. For example, cottages may be concentrated on lots barely large enough to accommodate them. Usually each dwelling is equipped with a septic tank system for the disposal of domestic wastes but too often these systems are incorrectly constructed or installed in unsuitable soil. As a result, raw sewage may seep out onto the surface and pollute wells and surface waters. Since much of the prime residential land is already developed, less desirable low lying lands with high ground water and lands with steep slopes, both usually unsuitable for septic tank systems, are being increasingly subdivided. Purchasers of lots often become aware of waste disposal problems only after buildings have been constructed.

Improperly operating septic tanks constitute one of the many shoreland sources of water pollution. Other major sources are municipal treatment plants, industries, and agricultural runoff. In addition, agriculture, road building, grading and filling during development, and other land uses destroy natural cover and cause erosion. Erosion contributes silt, a special sort of pollutant that muddies the water and destroys aquatic life.

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[7] Chapter 614, Wisconsin Laws of 1965.

[8] This is discussed in a forthcoming article, E. L. David, "The Exploding Demand for Recreational Property", Land Economics.

Water pollution is only one of the problems caused by uncontrolled and overcrowded development. Souvenir shops, taverns, groceries and other commercial enterprises are drawn to residential areas. Traffic and noise increase. Mixed land use generates friction and conflict. Intense development (often approaching suburban density) displaces shore cover and wildlife habitat. The boater or fisherman's view from the water may be a monotonous ring of docks and structures rather than the beauty of a natural shoreline.

Wisconsin is concerned with shoreland problems not only because they affect the important recreation industry but also because they prevent enjoyment of the public rights in navigable water which the state has a duty to protect.[9] Public rights include fishing, boating, swimming, sailing, skating, and enjoyment of the scenic beauty.[10] Water pollution interferes with recreational as well as other uses of the water. Overcrowded shoreland development which results in destruction of shore cover and natural beauty may be considered to interfere with the right to enjoy scenic beauty. Most waters in the state are navigable and public since any water which is capable of "floating any boat, skiff or canoe of the shallowest draft used for recreational purposes" is navigable by the Wisconsin test.[11]

Unique Provisions. The Wisconsin legislature enacted the new shoreland zoning law to protect quality of the shoreland environment and public rights in navigable waters. Three unique provisions of the law are of special interest:

(1) County Shoreland Zoning--Regulation of Geographically Limited Areas.

"counties may...zone all lands...in their unincorporated areas within the following distances...of navigable waters...: 1,000 feet from a lake, pond or flowage; 300 feet from a river or

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[9] The Wisconsin court has long asserted that navigable waters are held by the state in trust for the public. For an excellent Wisconsin Supreme Court opinion discussing "navigability", the "trust doctrine" and the public rights in Wisconsin waters see, Muench vs. Public Service Commission, 261 Wis. 492, 53 N.W. 2d 514. (1952).

[10] Ibid., 261 Wis. 492 at 511-12; 53 N.W. 2d 514 at 522.

[11] Ibid., 261 Wis. 492 at 506; 53 N.W. 2d 514 at 519.

> stream or to the landward side of the flood plain, whichever distance is greater."[12]

"Zoning" broadly signifies a scheme of regulation of land uses which entails the division of a municipal area into districts, usually on a map, and the prescription of land uses which are to be allowed in each district. The districting scheme and use restrictions direct the development and use of land and buildings to achieve the zoning objectives. These objectives must generally subserve the public health, safety, morals or welfare of the community. The existing pattern of development, suitability of areas for particular uses, and the present and future needs of the municipality are among the factors to be reflected in the scheme. Since the regulations are more restrictive in one district than in another, it is essential to have a sound basis for the districting to avoid constitutional objections against arbitrary and discriminatory action.

Conventional zoning is authorized for an entire municipal area and courts have at times insisted that under such a zoning act the entire area must be regulated to avoid unfair treatment.[13] Wisconsin's new law not only authorizes county zoning of geographically limited areas, i.e., shoreland--but frees these areas, and only these areas, from zoning approval by the town boards.[14]

(2) Special Objectives.

> "(The new law establishes special zoning objectives to) prevent and control water pollution; protect spawning grounds, fish and aquatic life;...and reserve shore cover and natural beauty."[15]

These special objectives are supplemented in the enabling language by somewhat more typical objectives which include "to further the maintenance of safe and healthful conditions;...(and to) control building sites, placement of structures and land uses...."[16] The statute does not list the kinds of regulations which are authorized and required to carry out the broad objectives. A statutory section which directs the Division of Resource Development to prepare recommended standards and criteria for local navigable water protection regulations may be interpreted to clarify somewhat the broad objectives. Standards and criteria are defined in these words:

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[12] Sec. 59.971 (1) Wis. Stats. (Supplement, Vol. 3, 1965).

[13] See cases cited in, Charles M. Haar, "In Accordance With a Comprehensive Plan," Harvard Law Review, May 1955, p. 1159.

[14] Sec. 59.971 (2) (a) Wis. Stats. (Supplement, Vol. 3, 1965) states that shoreland zoning shall not require the approval or be the subject of the disapproval of any town or town board. In addition, county subdivision controls are authorized for the shoreland areas Sec. 59.971 (3) Wis. Stats. (Supplement, Vol. 3, 1965). Neither shoreland nor non-shoreland subdivision controls require town approval.

[15] Sec. 144.26 (1) Wis. Stats. (Supplement, Vol. 3, 1965).

> "shall give particular attention to safe and healthful conditions for the enjoyment of aquatic recreation;...requirements necessary to assure proper operation of septic tank disposal fields near navigable waters; building setbacks from the water; preservation of shore growth and cover; conservancy uses for low lying lands; shoreland layout for residential and commercial development...."[17]

The special objectives of the act read together with the section quoted above clearly calls for an expanded concept of what is ordinarily included within the term "zoning."

The model ordinance approach discussed later in this article responds to the unusual objectives enunciated in the law in two ways. First, it includes special provisions such as tree cutting, grading and filling, lagooning and dredging controls which are typically found in local ordinances drafted in response to more traditional zoning enabling legislation. Second, it interprets the use of the word "zoning" in the statute to include provisions more commonly found in sanitary and other non-zoning codes.

(3) A New State Zoning Role.

> "If any county does not adopt an ordinance by January 1, 1968 or if the (division), after notice and hearing, determines that a county has adopted an ordinance which fails to meet reasonable minimum standards in accomplishing the shoreland protection objectives...the (division) shall adopt such an ordinance." (emphasis added).[18]

Although zoning has traditionally been a local function, the new law authorizes state level zoning at an unprecedented scale if the counties fail to adopt adequate ordinances. The Division is directed to provide substantial assistance to the counties. It is to prepare standards and criteria,[19] to formulate a comprehensive state water resources plan,[20] to prepare a comprehensive plan as a guide for the application of local ordinances concerning the preventive control of pollution,[21] and to make annual grants-in-aid not to exceed $1,000 for the effective administration and enforcement of ordinances.[22] The Division is directed to "cooperate" and "consult with the governing bodies of municipalities" and to extend "all possible assistance."[23] These provisions suggest that state level zoning will only be a "last resort."

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[16] *Ibid*.

[17] Sec. 144.26 (6) Wis. Stats. (Supplement, Vol. 3, 1965).

[18] Sec. 59.971 (6) Wis. Stats. (Supplement, Vol. 3, 1965).

A Suggested Shoreland Protection Approach

In the Fall of 1966 a working group from the Division of Resource Development and the University of Wisconsin, with assistance from the Division of Health, the Soil Conservation Service, and the Conservation Division began to prepare shoreland materials. These materials in the form of a model shoreland protection manual and ordinance were designed to help counties which lack professional planning assistance.

In their work the group carefully considered the law and its purposes, the existing zoning and non-zoning regulatory case law in Wisconsin and elsewhere, shoreland problems throughout the state, limitations on the availability of resource and planning information and the finances and personnel in the counties. The manual and ordinance had first been discussed at regional meetings with county officials in March 1966. Agreement was finally reached on a general approach.[24]

The recommended regulatory scheme is essentially a natural resource oriented development code. It consists of broad regulations applicable to all shorelands, together with a basic three district use classification.

(1) Regulations Applicable to All Districts. Regulations applicable to all three districts include minimum standards for water supply and waste disposal, tree-cutting regulations, setbacks for structures from highways and navigable waters, minimum lot sizes and widths, filling and grading

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19. Sec. 144.26 (6) Wis. Stats. (Supplement, Vol. 3, 1965).

20. Sec. 144.025 (2) (a) Wis. Stats. (Supplement, Vol 3, 1965).

21. Sec. 144.26 (5) (a) Wis. Stats. (Supplement, Vol. 3, 1965).

22. Sec. 144.26 (4) Wis. Stats. (Supplement, Vol. 3, 1965).

23. Sec. 144.26 (7) Wis. Stats. (Supplement, Vol. 3, 1965).

24. Draft, "Model Shoreland Protection Ordinance," Department of Resource Development, Madison, Wisconsin. July 1967.

controls, lagooning and dredging regulations, and subdivision regulations. These provisions constitute the "meat" of the recommended shoreland zoning regulations. The working group concluded after carefully examining shoreland problems and the special objectives of the law, that the manner in which common shoreland uses are developed usually presents a more pressing threat to the quality of shoreland areas than the encroachment of incompatible uses. Consider a typical lakeshore area. Most of the shoreland development consists of cottages, residences, and resorts. On some lakes there may be scattered taverns, groceries, souvenir shops, and other similar commercial buildings. Few recreational areas are presently threatened by construction of a factory, junkyard, or other nuisance uses. Instead, the main problems in recreational areas are overcrowding, deterioration of water quality, and destruction of shore cover and natural beauty. These stem from: (1) inadequate lot sizes, side yards, setbacks from the roads and water, (2) improperly functioning sewage disposal facilities and development practices which lead to extensive erosion, and (3) indiscriminate tree cutting, placement of signs, and substandard structures. These problems result not so much from the particular use placed on the lot, but from the size of the lot, its suitability for on-site waste disposal and the manner and placing of development. The basic development code is geared to meet these problems.

The Use Districts. The model approach suggests three use districts for shorelands: (1) a recreational-residential district for most lake shorelands and the shorelands of certain recreational rivers and streams, (2) a conservancy district for all shoreland wetlands, and (3) a general purpose district for the remainder of the shoreland areas. This basic three district approach was developed by the working group not because such a simple approach seemed totally satisfactory but because it was an approach which made sense and could be put into effect by the 1968 deadline. It is designed for counties without sufficient information to permit a more detailed use classification. The use regulations, of course, supplement the more general provisions which have been discussed. This is important in evaluating the advisability of the simple approach.

Within each district there are permitted uses and special exception uses. A special exception use is one which poses potential health, safety, erosion, water quality, or other problems to the shoreland environment and existing development. An application for a special exception permit must be filed with the Zoning Board of Adjustment prior to the establishment of such a use. The Board will investigate the effects of the proposed use and, after public hearing, decide whether to refuse, grant, or conditionally grant the special exception permit. If needed, technical assistance is available to the Board from field representatives of the Soil Conservation Service, Conservation Division, Health Division, Resource Development Division and other agencies. Standards for the Board's investigation and conditions which may be attached to the special exceptions are set out in the ordinance. If it approves a special exception, the board may impose a variety of conditions to minimize the detrimental effects of the proposed use.

Conclusion

Shoreland protection in Wisconsin is still in a formative stage. Many legal and administrative questions are raised by this unique law which authorizes regulation of limited geographical areas, spells out special regulatory objectives, and authorizes state level intervention if the counties fail to act. The model shoreland protection approach attempts to meet the statutory objectives with minimum delay by establishing a development code and a simple districting scheme for the shoreland areas. This approach has been submitted and discussed several times with the counties.

To protect the quality of the water and shoreland environment the ordinances must not only be enacted but enforced. Education and cooperation rather than police action seem essential if the program is to succeed in these predominantly rural areas which have only limited enforcement personnel. This will require cooperation between the state and the counties and the counties and the shoreland property owners. In addition, regulations must be updated with the generation of new information as conditions and technology change. Effective shoreland regulation for resource protection will be a continuing job.

Several years may be required to implement the new law and evaluate its effectiveness. During this time other states will be looking at Wisconsin's attempt to provide sound shoreline regulation. Continued work is needed to develop this law into a politically, legally and administratively viable program. What has been done is an important first step.

AESTHETIC DEVELOPMENT - BAYFIELD AND THE WISCONSIN TOWNSCAPE

William H. Tishler, Assistant Professor
Landscape Architecture, University of Wisconsin

Among Wisconsin's great resources are the interesting small towns and villages throughout the state. Many possess a unique visual quality that has resulted from unusual combinations of people and landscape. The visual form determinants of these communities are many and complex, usually resulting from a combination of:

-landscape setting (La Crosse)
-unique local economy (Red Granite)
-ethnic origin of residents (New Glarus)
-abundant indigenous building materials (Ashland)

In the present age of conformity and standardization, community identity and diversity are highly desirable. A seminar of environmental specialists at the University of Wisconsin last summer concluded that:

> "Diversity is essential to provide the opposites. It is essential for physical and emotional health, it is essential for freedom of choice and it is essential for aesthetic pleasure. The more monotonous an environment is, the more damaging to the people who live in it; and the more diversity it offers, the more helpful it is to its inhabitants."

Yet, traveling about the state and country it is obvious that these very qualities of townscape diversity (or charm and identity) are eroding as low quality building and development occur. One community begins to look like any other with sprawling ranch homes surrounding a core of plastic fronted stores with gaping parking lots and streets cluttered with signs, poles, lights and wires. Must this be the aesthetic price for "progress" - a faster moving traffic and viable economy? Must Wisconsin lose this unique resource of townscape visual quality that once existed in scores of villages, towns, and hamlets...places like Ephraim, Germania, Cornucopia, Mineral Point, Berlin, Montreal, Schullsberg, Ellison Bay?

This concern is one facet of the background for the Title I project The University of Wisconsin, Department of Landscape Architecture has been involved with during the past year. The intent of the study is to demonstrate how a community can change without destroying its visual quality. We are working with the City of Bayfield which seems to epitomize a unique combination of all the visual factors mentioned earlier.

What gives Bayfield the image of a quaint, charming place? There are many things: clean water, an exciting shoreline, a busy ferry boat, a spectacular town site on the hills overlooking Lake Superior and the Apostle Islands, gracious old homes, well kept public buildings with architectural and historic value, tree lined cobbled streets, views of water and islands and a waterfront atmosphere of boats and fishing blend to create an area that is unique.

Bayfield has a rich history from the days of sailing, lumbering, explorers, and Indians.

But what will happen when Bayfield starts to boom? Will pollution foul the clear water and clean air? Will ticky-tack cottage development line the shoreline? Will the winding scenic drives be widened and straightened? Will visual clutter block the breathtaking views of the water and islands? Will the new development "fit" Bayfield, or will the buildings characterize Anywhere, USA?

Beauty has become a national project. But in our concern to get things "prettied up" we must not forget the essence of real beauty. Too often people take a superficial cosmetic approach to beauty without getting to the root of what beauty really is. Bayfield has its own unique visual personality. All the building, all the planning, all the development that takes place should try to preserve and enhance this Bayfield personality.

There are many places where development has occurred in harmony with the landscape and existing community fabric: Mystic Seaport, Connecticut; Nantucket, Massachusetts; Ephraim, Wisconsin; Aspen, Colorado; the San Francisco Waterfront; Reston, Virginia.

This Title I project hopes to demonstrate examples and guidelines to indicate that change can be orderly, appropriate and imaginative.

To do this, Bayfield was used as an undergraduate classroom project. Students visited Bayfield, to look, listen, sketch, photograph, gather opinions, desires and ideas. In the Madison classroom they drew plans and built models of ideas for Bayfield's Development.

As a result, the City Council established a local planning commission, and in June the class will present to the community a vast array of plans, models and sketches that could guide Bayfield's growth.

In October, an 80-page report will be published summarizing the study. This summer Bayfield residents begin their efforts to carry out the plan.

The major portion of this presentation was based on a series of slides illustrating the points discussed. Many of the pictures will appear in the comprehensive project report with appropriate narrative.

LESSONS LEARNED FROM OUR COMMISSION EXPERIENCES

Mr. Ralph Bergman, Director
Brown County Regional Planning Commission
Green Bay, Wisconsin

The background of this presentation is based upon the experience of the professional planning administrator of a municipality. As such, it is necessary to work with both elected officials and the general public. The administrator is in the position of making recommendations only, and therefore has the advantage of not being directly on the "firing line." However, the disadvantage is evident in the inability of the planning administrator to follow an issue through to completion. Sometimes his role is that of "in between," sometimes completely separate.

In Green Bay, city planning on the administrative level was initiated in 1958. The joint operation with city planning, county planning and urban renewal originated in 1965.

Recent and current operations involving the Commission include, on a county basis, 701 comprehensive plan, floodplain-shoreline studies, open space programs and community shelter study.

City planning projects include municipal planning administration, school-park studies, municipal refinements of the 701 plan and official street map plans. Urban renewal efforts involve Gregby I and neighborhood analysis.

The major block to achieving desirable relationships with the public is rooted in the complacency of the general public. Responsibilities for this apathy include government attitudes and citizen disinterest. Major motivations stimulating citizens to act can be traced to financial or other special interest reasons and the civic desire to improve the community.

To develop a successful program, it is important to establish a good orientation to the local public. Utilize previous citizen studies whenever possible. Develop some general goals, for example, implementation of the comprehensive plan.

When practical, plan to work first on the more interesting issues which have popular support. This should help complete at least a portion of the planned program and will facilitate better citizen-agency coordination. The public will then be more receptive to the overall program.

This approach to implementing a planning program can also provide valuable experience to proceed with the more difficult issues.

During the course of the program involve local and area news media as much as possible. Radio news and program series; television news and specials; press news, articles and feature articles, all can fulfill an important role in gaining popular support. Whenever possible, it is important to credit citizen groups (as opposed to professional advice or local politicians.)

Aid incentive programs in comprehensive planning, urban renewal and open space use serve as financial motivations to planning. These aid programs also help secure seed grants to get projects underway and also to involve local citizenry. Indications are that to obtain significant citizin involvement and assure the public that results will be forthcoming some direction should evolve prior to extensive citizen participation. It is important to note that the issue should not be so rigid that it cannot be modified after the citizen becomes involved.

Case Studies

The Gregby story is an apt illustration of the problem of financial incentive. The purpose was to produce a plan to guide redevelopment of CBD. It started in 1958. Between 40 and 50 thousand dollars were contributed by downtown merchants and property owners. Victor Gruen and Larry Smith, Consultants were awarded the contract. The completed plan, was presented to the city in 1960. But little was done with the plan and municipal effort has been limited to "cooperative efforts." The lack of municipal energy was in part the result of the absence of financial commitment on the city's part. The current program is a federal urban renewal assistance program involving $7 million in federal funds and $4 million local monies.

The East River Parkway project involves an open space strip along the river bank in urban Green Bay. The parkway serves a multi-purpose function as a flood area, park area and fill area. It was placed on the official map in the early 1950's and the acquisition program was started in the early 1960's with the state ORAP program. Presently it is almost completed. Influence of this project can be noted in similar programs recently initiated in towns upstream. The public has visibly seen and endorsed the government program and effort. The project can now serve as a pilot study for other open space programs.

In the 701 comprehensive plan -- the effort to involve many local citizens in the planning program was difficult. At the same time, a "citizen" planning committee was formed to obtain local reaction and serve as a sounding board for problem identification. This mutual cooperation benefited both the citizen groups and the professional planners.

The citizen group raised many valid issues, some of which could be applied to the 701 planning program. Special interest groups were reactivated and efforts were coordinated. The actions and interest of these citizen groups stimulated local awareness and created an enlightened citizenry anxiously awaiting release of the final document. The 701 plan has become the media through which many citizen problems can be answered.

The neighborhood study possibility relates to the problem of neighborhood rehabilitation. With student assistance the urban renewal division conducted a review of the physical neighborhood conditions in Green Bay. There is a local code enforcement program regarding zoning ordinances, building codes and others.

Neighborhood improvement could be enhanced and stimulated by incentive or award programs such as services of an architectural advisory board, building material cost reduction, local community assistance projects, prize incentives and municipal improvements. The program would serve as a pilot study for the total community to show what can be done to revitalize a neighborhood and demonstrate how citizens and their governments can work together effectively.

Area Development Consortium Project - Possible Next Steps

THE AREA DEVELOPMENT CONSORTIUM PROJECT - POSSIBLE NEXT STEPS

If the objectives of the Area Development Consortium Title I Higher Education Act Project are to be more fully achieved, the Committee, composed of Dean Paul A. Yambert, Chairman and Professor I. L. Korth of WSU-Stevens Point; Vice President J. C. Haugland and Professor R. D. Larsen, WSU-Superior; Professors A. B. Thompson, Jr. and S. Steinglass, WSU-Platteville; Professor W. H. Tishler and Mr. Darrel Morrison, UW-MSN; Mr. Al Karetski, State Department of Local Affairs and Development; Professor Jack C. Ferver, Administrator, Title I Programs, UWEX, and Professor Robert C. Clark, UWEX, Director, recommends the following:

1. Institutions of Higher Education in Wisconsin be strongly encouraged to re-examine their role in community and area resource development programs and submit project proposals for possible funding by the Title I Higher Education Act of 1965.

2. The Area Development Constortium Committee should make its knowledge and skills available, in a proctoring role, to institutions exploring new ideas and developing new projects. Such counsel, assistance and informal review may help to strengthen the project statement and thus enhance its chances of receiving favorable action by the Technical Review Panel.

3. The Consortium Committee offers its services to member institutions, and others who may wish to join the Consortium, to evaluate their resource development Title I programs during and upon completion of the projects. Self-critiques should increase the effectiveness of the staff efforts in the various projects as they are being carried out; also strengthen our resources and sharpen our skills in community problem solving in the future.

4. Develop a reference list of resource materials, such as relevant films, slides, tapes, publications, list of agencies and their services, private consultants, etc., that relate directly to community and area resource development for use by institutions of higher education. A central repository should be developed of those reference materials not readily available through established services of existing agencies.

5. Prepare informational-instructional programs on area and community resource development for use by teachers in high schools as well as college and university staff. Such programs might be disseminated

through telelectures, TV tapes and other multimedia instructional facilities.

6. Member institutions of the Consortium may have need for additional short term staff-lecturer assistance for special seminars, staff planning conferences and public lectures in the field of community and area resource development. If it is determined that such a need exists among several institutions, an application for funding such a joint lecturership will be prepared and submitted, possibly to the S. & H. Foundation, Inc.

7. Plan and conduct additional seminars of the consortium project for training university staff, local officials and community leaders in how to successfully plan and execute community and area resource development programs. A representative of each Wisconsin State University would be invited to participate. Tentative plans are formulated for the next seminar to be held at WSU-Superior in September, 1968.

8. Establish a data bank of information from as many research and survey sources as possible that relate to identifying, analyzing and solving the kinds of problems represented in the area development project.

9. Plan and conduct research projects, or encourage others to do so, that would provide essential facts for understanding community problems and implementing action required to resolve them.

The Administrator of the Title I Higher Education Act of 1965, Dr. Jack C. Ferver, emphasized the need for a coordinated and cooperative approach in the activities of the Consortium. Three areas of Title I programs concern have been identified in Wisconsin, namely: (1) improvement of state and local governmental services; (2) urban problems with emphasis on the central city of Milwaukee; and (3) community and area resource development. Major impact, of a complementary nature, is being sought in all three areas and especially among the projects in the resource development field. Above all, Title I projects must provide valuable learning experiences for all of the participants. University staff have the opportunity to join with local officials and lay leaders in developing the kinds of situations whereby each can learn from the other.

Some Resources for Community and Area Resource Development

Recent Literature - Bibliography
Conservation-Education Film List
Agencies, Groups in Resource Development

PARTIAL LIST OF PUBLICATIONS RELATING TO COMMUNITY AND AREA RESOURCE DEVELOPMENT

STATE GOVERNMENT

Following is a partial list of publications issued by several Divisions and Bureaus in the State government which could serve as important resources in Wisconsin area planning and development projects. Some of these publications are available in limited numbers or on a loan basis only. To obtain copies or for further information, contact the office and/or author indicated.

Department of Local Affairs and Development

Division of Economic Development - 714 State Office Building, 1 W. Wilson Street, Madison

Available Industrial Buildings in Wisconsin, 1966.
Comparative Employment Growth, Wisconsin and the United States, 1965.
Economic Profiles of each Wisconsin County, 1967.
Faculty Research at Wisconsin Colleges and Universities, 1965.
Geography of Wisconsin Manufacturing, 1963.
Going Into Business in Wisconsin. 1965.
Governor's Conference on Industrial Development, 1961-65.
Important Information about Wisconsin, 1965.
Industrial Incentive Programs, 1965.
Industrial Research in Wisconsin, 1963.
New Industries and Plan Expansions Reported in Wisconsin, 1965.
Opportunities for Wood Industry in Northwestern Wisconsin, 1960.
Preliminary 1963 Census of Manufacturers County Data, 1965.
Recreation Land Development, 1967.
Small Craft Harbors, 1964.
Taxes and Spending in Wisconsin: Effects on Economic Development, 1965.
Waterfront Renewal: Technical Supplement, 1964.
Wisconsin Facts for Industry, 1968.
Wisconsin in Pictures, 1965.
Wisconsin Ports, 1964.

Division of Local and Regional Planning - 720 State Office Building, 1 W. Wilson Street, Madison

Planning reports dealing with the Villages of Albany, Genoa City, Sharon, Walworth, Somerset, Union Grove, Fontana and Cochrane. Reports on cities include Barron, Hillsboro, River Falls, Rice Lake, Sturgeon Bay and Waterloo.

Wolf River Basin and Fox River Basin Reports (series).
Manual of Procedures for Procuring Planning Assistance as authorized by Section 701 of the Housing Act of 1954, Amended March 1964.
Wisconsin Platting Statutes (revised 1961), 1963.

Bureau of Recreation - 713 State Office Building, 1 W. Wilson Street, Madison

Autumn Tourism and Vacations, 1962.
Lake Superior South Shore Area Reports, 1963 (series).
Tourist Overnight Accommodations Industry in Wisconsin, 1963.
Wisconsin Development Series Titles
- Commercial Enterprises Providing Tourist and Travel Overnight Accommodations
- Economic Impact of Recreation
- Outdoor Recreation Plan
- Private Seasonal Housing
- Wisconsin and the Vacationer

Wisconsin Vacation-Recreation Papers - 1960-62 (series by Fine and Werner).

Department of Natural Resources

Division of Environmental Protection - 421 State Office Building, 1 W. Wilson Street, Madison

A Plan for Wisconsin, 1963.
Conservation Easements and Open Space Conference Proceedings, December 1961.
Federal Aids Available to Wisconsin Localities, November 1966.
Intercity Transportation in Wisconsin, 1962.
Landscape Analysis of the Lake Superior South Shore Area. Four Volumes, 1963, 1964.
Land Use in Wisconsin, 1963
State Aids for Wisconsin Localities, March 1967.
State Facilities of Wisconsin, 1963.
Wisconsin Development Plan, 1967.
Wisconsin's Economy, 1962.
Wisconsin's Population, 1962.
Wisconsin Development Series Titles
- Capital Improvements Programming
- Correctional Facilities
- Data Processing for State Planning
- Health and Medical Facilities
- Higher Education Facilities
- Highways I: The Basis for Planning
- Highways II: The Plan
- Industrial Incentive Programs
- Land Use Controls
- Planning Administration
- Public Library Facilities
- Small Craft Harbors

Wisconsin Development Series Titles continued
- State Airport System Plan
- State Airport System Plan: Technical Supplement
- State Office Facilities
- State Transportation Planning
- The Economy of East Central Wisconsin
- The Economy of Northeastern Wisconsin
- The Economy of Northwestern Wisconsin
- The Economy of Southeastern Wisconsin
- The Economy of Southwestern Wisconsin
- The Economy of West Central Wisconsin
- Urban Renewal Needs
- Vocational, Technical and Adult Education Facilities.

Bureau of Information and Education - 6B Hill Farms State Office Building, Madison

(For a list of conservation publications)

GENERAL PUBLICATIONS

An Economic Survey of the Northern Lake States Region. Economic Research Service, USDA, in cooperation with Michigan Agricultural Experiment Station. Michigan State University. Agricultural Economic Report No. 108. Washington, D. C. 1967.

AWP and AIP Newsletter. Published Quarterly by the Association of Wisconsin Planners and the Wisconsin Chapter of the American Institute of Planners. Arno Haering, Ed. Zuelke Building, Appleton, Wisconsin. 54911.

Communities of Tomorrow, Agriculture/2000. U.S. Department of Agriculture, November 1967. Washington, D. C.

Community Resource Development. Proceedings of First National Extension Workshop in Community Resource Development. Michigan State University, July 12-30, 1965. Ann Arbor.

Community Resource Development. Proceedings of Second National Extension Workshop in Community Resource Development. Michigan State University, July 11-22, 1966. Ann Arbor.

ECOP Report, Community Resource Development. Federal Extension Service Report prepared by Special Task Force for the Subcommittee on Community and Resource Development and Public Affairs of the Extension Committee on Organization and Policy. Washington, D. C. 1968.

Population Estimates by Counties, Wisconsin July 1, 1967 and July 1, 1968 by Fuchs, Zahava; Poppe, Helen; and Marshall, Douglas G., Department of Rural Sociology, College of Agricultural and Life Sciences, University of Wisconsin, Madison. 53706. January 1968.

Family Adjustment in Selected Low Income Areas of Northern Wisconsin, Preliminary Report No. 2. Agency and Institutional Attitudes. by Marshall, Douglas G., Nakamura, Anne and Reinhardt, Hazel, Department of Rural Sociology, College of Agricultural and Life Sciences, University of Wisconsin, Madison, 53706. May 1968.

Natural Resources of Wisconsin. The Natural Resources Committee of State Agencies. Madison, Wisconsin. Reprinted 1965.

Northern Great Lakes Resource Development Committee Publications. Community Resource Development Unit, University Extension, The University of Wisconsin, 212 Agriculture Hall, Madison, 53706
- Programs for Progress, 1967.
- Progress and Action, 1967.
- Education Awareness Seminar, 1968.

Outdoors USA. U.S. Department of Agriculture Yearbook. Superintendent of Documents, Washington, D. C. 20402.

Proceedings of the Resource Development Workshop for State Leaders. Agricultural Extension Service, May 4-5, 10-11, 1967. University of Minnesota, St. Paul.

Resources and Recreation in the Northern Great Lakes Region. USDA Task Force Report. Washington, D. C. 20402.

"The Economic Impact of Retirement in the Resort Areas of Oneida and Vilas Counties." Research report by Natural Resource Economics Division, Economics Division, Economic Research Service, USDA, in cooperation with the Department of Agricultural Economics, College of Agriculture, University of Wisconsin, Madison. 1967.

Papers that may be available directly from the author or agency

"Community Resource Development Approaches - A Typology." by Harry A. Cosgriffe, State Leader of Extension Programs, Cooperative Extension Service, Pullman, Washington. Prepared for the Regional Community Resource Development Workshops of the Federal Extension Service, USDA. 1968.

"Community Resource Development Clientele and Their Educational Needs." by Gale L. VandeBerg, Dean, Division of Economic and Environmental Development, University Extension, The University of Wisconsin, Madison. Presented at the Federal Extension Service Regional Workshop on Community Resource Development, May 27-29, 1968. Chicago, Illinois.

"Community Resource Development in Wisconsin." by Richard B. Schuster, Leader, Community Resource Development Unit, University Extension, The University of Wisconsin, Madison. Presented at the Federal Extension Service Regional Workshop on Community Resource Development, May 27-29, 1968. Chicago, Illinois.

"Extension Staffing and Training Needs." By Patrick G. Boyle, Director, Division of Staff Training and Development, University Extension, The University of Wisconsin, Madison. Presented at the Federal Extension Service Regional Workshop on Community Resource Development, May 27-29, 1968. Chicago, Illinois.

"Major Problems and Opportunities in Community Resource Development." By Raymond D. Vlasin, Assistant Chancellor of University Extension and the University of Wisconsin-Green Bay. Presented at the Federal Extension Service Regional Workshop on Community Resource Development, May 21-23, 1968. Omaha, Nebraska.

"Theory and Practice in Community Development." By Roland L. Warren, Professor of Community Theory, The Florence Heller Graduate School for Advanced Studies in Social Welfare, Brandeis University, Waltham, Massachusetts. Prepared for the Regional Community Resource Development Workshops of the Federal Extension Service, USDA. 1968.

Printed Bibliography

Bibliography of Research in Adult Education and University Extension. Conducted at the University of Wisconsin, September 1966-June 1968. Compiled by Joint Office of Study, Research and Development in Adult Education and University Extension. 1968.

Annotated Bibliography on Community Development in the United States. By Helen Poppe, Department of Rural Sociology, University of Wisconsin, Madison. Revised, 1968.

"Recreation Industry Studies." An Annotated Bibliography with recommendations for additional information needed. An unpublished discussion document. By Donald G. Schink and Sherman W. Weiss, Community Resource Development Unit, University Extension, The University of Wisconsin, 212 Agriculture Hall, Madison. 1967.

A Bibliography on the Community. By Roland L. Warren, Florence Heller Graduate School for Advanced Studies in Social Welfare, Brandeis University, Waltham, Massachusetts. September 1967.

CONSERVATION-EDUCATION FILMS

Recent 16mm. films on Conservation Education available for rental from Bureau of Audio-Visual Instruction, University Extension, The University of Wisconsin, 1327 University Avenue, Box 2093, Madison, Wisconsin 53701

6910 AFRICA'S VANISHING WILDLIFE Color 15 min. $5.00
Use: Conservation, J, S; Geog., J, S; Soc. Studies, I; Clubs, J Depicts Africa as the world's last great display of wild animals. Portrays how the Masai of East Africa are using veterinary medicines to improve and increase their herds, and over-grazing is destroying the grassland. Discusses the facts that modern medicine has been introduced to the African people, thus the population increases; that more of the wilderness being developed for the human population, forces animals into smaller habitats. Focuses on the need of conservation of wildlife. (Barr)

0330 CHALLENGE TO MANKIND 28 Min. $4.25
Use: Economics, S, C; Guidance, S, C; Social Probs., S, C; Clubs, A Discusses threat of world over-population to mankind's food supply. Presents opinions of five world-known authorities on seriousness of situation and their suggestions for solution. Deals with moral questions of population as well as the role of science and technology. (McGraw-Hill)

6843 CITY REBORN Color 22 Min. $3.25
Use: Conservation, S, C; Clubs, J, A; Social Probs., S, C Depicts rather pointedly how our modern city has not kept pace with problems of traffic and necessary public conveniences. Relates how suburbia has attracted people to the so-called "better-life," yet will again recreate the present problems of the city. Reports on the city of Fresno, California and how its community sought to keep up with the needs of a modern city. Shows the remodeling and construction of new facilities, accessibility to shopping stores, construction of play areas for children, freeway accessibility, residential development, construction of malls and the planning of social events for all ages. Promotes the idea that a city is not a place of work alone, but a place to enrich our lives. (Victor Green)

6866 GRAND CANYON Color 26 Min. $8.25
Use: Conservation, S, C; Clubs, A Depicts in majestic splendor the Colorado River as the unifier of the Grand Canyon. Stimulates appreciation of our natural beauty as a part of life. Depicts the many geological formations, volcanic lava and caves not ordinarily seen. Points out present plans for dam construction to exploit the Colorado River. Concludes with the question: Can we keep this land as it should be? (Sierra Club)

6878 LAND BETRAYED Color 10 Min. $3.50
Use: Conservation, I, J, S, A Explores the nation-wide problem of ugliness. Suggests how every community and individual can help to eliminate and replace it with beauty. (Higgins)

6928 3RD POLLUTION Color 22 Min. $6.75
Use: Conservation, S, C, A; Social Probs., S, A; Clubs, A Considers solid waste management and the various management alternatives available to communities. Emphasizes expense and technical challenge in eliminating air and water pollution. (Stuart Finley)

6962 WE'RE ON OUR WAY Color 30 Min. $2.00
Use: Conservation, J, S, C; Clubs, J, S Promotes conservation practices by depicting how young people alone and in organizations can improve communities by setting-up conservation activities and programs. Shows the way in which youth is participating in various conservation programs. Focuses on the purpose of the National Youth Conference on natural beauty and conservation. (Eastman)

6429 BULLDOZED AMERICA 25 Min. $4.25
Depicts the increasing destruction of America's scenic beauty for industrial and commercial benefits. Uses the bulldozer as the symbol of that destruction. Makes an appeal for action to conserve scenic resources. (Carousel)

6443 CONSERVATION AND THE BALANCE OF NATURE Color 18 Min. $6.00
Investigates the balance in natural ecological systems as related to the most critical question of our time: What is man doing to his environment? Examines man's role in changing the existing balance in biological communities. (Internat'l Film Bureau)

0890 HOUSE OF MAN: OUR CHANGING ENVIRONMENT Color 17 Min. $5.50
Discusses man's complete dependence on conditions of this planet and upon other forms of life it supports. Shows waste of resources in cities, forests, and farms and pollution of water and air. Points up man's misunderstanding of his role in world and his need to plan wisely for the future. (EBF)

6576 & 6577 POISONED AIR 50 Min. $8.25
Documents the growing problem of air pollution. Demonstrates the scope of the problem and shows how many cities, like St. Louis, Pittsburgh, and Los Angeles have worked for clean air. Offers opinions by representatives of science, government, and industry. (Carousel)

6774 & 6775 SILENT SPRING OF RACHEL CARSON 57 Min. $8.25
Presents an authoritative discussion, from opposite points of view, on the book which created a controversy about the misuse and dangers of insecticides. Contains interviews with Rachel Carson, Secretary of Agriculture Freeman, Surgeon General Terry, and authorities from the chemical industry, Food and Drug Administration, and U.S. Public Health Service. (Contemporary)

6127 WHAT'S HAPPENING TO OUR LAKESHORES? Color 25 Min. $1.50
Depicts the natural beauty of Wisconsin's lakes and considers ways in which this beauty may be preserved, fishing and recreational aspects improved and sanitation assured. (Univ. of Wis.)

6366 WHAT'S HAPPENING TO OUR LANDSCAPE? Color 20 Min. $2.00
Constrasts beauty of Wisconsin landscape with ugliness of man-made clutter. Discusses role of communities and state agencies in preserving beauty and resources by planning and zoning. (Univ. of Wis.)

The following films were screened by experts in conservation for the educational film library association awards, (1968) and are recommended as being outstanding in their field. These films are available for purchase from the producers as given. These films are not currently available from BAVI. Check your regular film rental agency for possible rental availability.

OUR AIR

Reports on what industry is doing to clear the air. Features many prominent people who are working on this problem. (Nat. Coal Assoc.)

MICHILI WAPITI

Shows the origin, growth and management of Michigan's present elk herd in a land shared with other wildlife. (Mich. Dept. Conservation)

WATER HARVESTING

Shows that if the earth is to continue to supply enough food for its growing population, finding and conserving fresh water is imperative. Illustrates how this problem will be solved, including desalination by Atomic energy. (Le Mont Films, Inc.)

THE RIVER MUST LIVE

Illustrates how society has abused one of its valuable and universal resources--clean water. Microphotography reveals the life balance of a river and how it becomes upset when a waterway is used as a cesspool. (Shell Oil Co.)

HOW TO RUN A RIVER

Shows the trouble a river can encounter--drought, flood, municipal pollution, industrial pollution, sedimentation, and destruction of wildlife. Shows systems to control flood and drought, to prevent pollution by waste treatment, and in protecting valuable wild areas in a natural state. (Nat. Park Service) (Stuart Finley Films)

IT MIGHT HAVE HAPPENED

Summarizes how petroleum was formed and how petroleum reservoirs behave under pressure. Explains conservation techniques as secondary recovery, well spacing, unitization, and prorationing. Outlines the role of research in oil production. (American Petroleum Institute)

THE ENDLESS SEARCH

Describes the role of the scrap and steel industry in salvaging metal cast-offs, conserving natural resources--contributing to our country's beautification. (Institute of Scrap Iron & Steel, Inc.)

THE GIANT FOREST

Presents a view of the California Sequoia forests in the 1800's as recalled by an early settler, the role of the forests in the history of the area, and a survey of parks and facilities today. (Point Lobos Prod.)

SPECTRUM--NOISE THE NEW POLLUTANT

Deals with the rising sound levels in our urban environment and their psychological effects on man. Shows that current research is being undertaken to alter and muffle noise and predicts future developments in handling sound pollution. (Nat'l Educ. TV)

NO ROOM FOR WILDERNESS

Develops the fundamental nature of ecology and the relationship of primitive man to his environment. Demonstrates the disruptive impact of civilization on ecology, need for wilderness preservation, and the need for world-wide population control. (Sierra Club)

YOUR YARD--THEIR SHEEP

Reports on the effect of sheep grazing over six hundred million acres of public land west of the Mississippi. Explains how the land is damaged--beyond reclamation. (Defenders of Wildlife)

BALANCE IN NATURE

Explains, clarifies, and communicates basic biological principles and their applications to man's problems. Presents an approach to the dynamics and inter-relationships between all living things. (Biofilms, Inc.) (Modern Learning Aids)

INTO YOUR HAND

Explores how man destroyed much of Australia's flora and fauna in the past and the steps being taken to preserve it for the future. (Australian News and Information Bureau)

THE LOST FRONTIER

Reveals the variety of land with its wildlife and recreational opportunities. Poses the question of the future of the vast public domain--1/5th of the U.S., therefore the decision remains with the public. Develops an awareness of conservation. (Bureau of Land Mangt.)

SOME AGENCIES AND GROUPS ENGAGED IN COMMUNITY AND AREA RESOURCE DEVELOPMENT

A partial list of agencies and groups involved in some phase of community resource development in Wisconsin has been compiled. The list will be added to as additional information becomes available. Unintentional omission of any group does not infer lack of quality or indicate degree of involvement. It is hoped that those concerned with resource development will use this as a reference in seeking assistance and information, and from their own knowledge and expertise, expand this list.

Association of Wisconsin Planners

Federal Government

- US Department of Agriculture
  - Soil Conservation Service
  - Forestry Service
  - Federal Extension Service
- US Department of Commerce
- US Department of the Interior
- US Department of Health, Education and Welfare
- US Department of Housing and Urban Development

State Government

- Department of Natural Resources
  - Division of Environmental Protection
  - Division of Forestry and Recreation
  - Division of Touristry and Information

- Department of Local Affairs and Development
  - Division of Economic Development
  - Division of Fish, Game and Enforcement
  - Divivison of Local and Regional Planning

- Department of Agriculture
  - Division of Marketing
  - Division of Plant Industry - Bureau of Statistical Reporting

Private Firms - consultants and planners (see attached list for Wisconsin firms approved for 701 planning in the state)

Regional Planning Commissions (see attached list for names and address of chairmen)

Regional and County Technical Action Panels (representations of state and local USDA agencies)

State and County Natural Beauty Councils

The University of Wisconsin - Madison

- Department of Landscape Architecture
- School of Natural Resources
- Department of Forestry
- Department of Urban and Regional Planning
- Department of Wildlife Ecology

University of Wisconsin - Milwaukee

University of Wisconsin - Parkside (Racine-Kenosha)

University of Wisconsin - Green Bay

University of Wisconsin - Center System

- Fox Valley Center - Appleton
- Green Bay Center - Green Bay
- Kenosha Center - Kenosha
- Manitowoc County Center - Manitowoc
- Marathon County Center - Wausau
- Marinette County Center - Marinette
- Marshfield - Wood County Center - Marshfield
- Racine Center - Racine
- Rock County Center - Janesville
- Sauk County Center - Baraboo
- Sheboygan County Center - Sheboygan
- Washington County Center - West Bend
- Waukesha County Center - Waukesha

University Extension, The University of Wisconsin

- Division of Community Programs - (County and area field staff)

- Division of Economic and Environmental Development
  - Community Resource Development Unit
  - Geological and Natural History Survey
  - Northern Wisconsin Development Center - Wausau
  - State Soil and Water Conservation Unit
  - State Technical Services
  - Water Resources Center

    (Natural Resources, Wildlife Ecology, Landscape Architecture and Forestry are listed under UW, Madison.)

Division of Human Resource Development

  Center for Community Leadership Development
  Institute of Governmental Affairs

Upper Great Lakes Regional Commission

- Associated Agencies
  - Northern Great Lakes Resource Development Committee
  - Northern Great Lakes Regional Technical Action Panel
- Member Agencies
  - Farmers Home Administration
  - Soil Conservation Service
  - Agricultural Stabilization and Conservation Service
  - US Forest Service
  - US Extension Service
  - Economic Research Service
  - Rural Electrification Administration
  - Economic Development Administration
  - Bureau of Indian Affairs
  - State Planning Agencies
  - State Conservation Departments
  - Upper Midwest Research Council
  - Other state and federal agencies

Wisconsin State Universities

- Eau Claire
- La Crosse
- Oshkosh
- Platteville
- River Falls
- Stevens Point
- Superior
- Whitewater

Wisconsin 701 Planners

The following is a list of Wisconsin planners who are either engaged in 701 planning in Wisconsin or have indicated an interest in doing such work in the state. The list identifies persons certified by the Department of Local Affairs and Development as approved planners-in-charge for 701 financed planning projects. Upon request the Department will supply from its files such information as it has regarding the communities in which the individuals have worked.

Max Anderson
Max Anderson Associates
121 South Pinckney Street
Cantwell Building
Madison, Wisconsin 53703

Thomas Blum
Midwest Planning & Research, Inc.
3129 E. Washington Avenue
Madison, Wisconsin 53704

Henry M. Ford
Mead and Hunt, Inc.
2320 University Avenue
Box 5247
Madison, Wisconsin 53701

Green Engineering Company, Inc.
1910 Mayflower Drive
Middleton, Wisconsin 53562

Elmer Krieger
Arthur and Associates, Inc.
Hubertus, Wisconsin 53033

Maynard W. Meyer
Maynard W. Meyer & Associates
797 N. Jefferson
Milwaukee, Wisconsin 53202

William L. Nelson
Nelson & Associates, Inc.
1733 N. Farwell Avenue
Milwaukee, Wisconsin 53202

John R. Richards
Candeub, Fleissig & Associates
222 S. Hamilton Street
Madison, Wisconsin 53703

John H. Schaefgen
R. C. Greaves & Associates, Inc.
304 Gray Street
Eau Claire, Wisconsin 54701

Charles R. Dinauer
205 Karen Court
Madison, Wisconsin 53705

Regional Planning Commission Chairmen

Brown County Regional Planning Commission
Mr. Nathaniel Malcove, Chairman
City Hall, Room 608
Green Bay, Wisconsin

Mississippi River Regional Planning Commission
Mr. John M. Thomas, Chairman
Courthouse
La Crosse, Wisconsin

Northwestern Wisconsin Regional Planning Commission
Mr. Roland Kannenberg, Chairman
Mercer, Wisconsin

Southeastern Wisconsin Regional Planning Commission
Mr. George Berteau, Chairman
916 N. East Avenue
Waukesha, Wisconsin

Northeastern Wisconsin Regional Planning Commission
Mr. Gordon A. Bubolz, Chairman
2111 North Richmond Street
Appleton, Wisconsin

Wausau Area Planning Commission
Mr. Virden Morrison, Chairman
City Hall
Wausau, Wisconsin

Fox Valley Council of Governments
Mr. Laurel Heaney, Chairman
P. O. Box 340
Neenah, Wisconsin

Dane County Regional Planning Commission
Mr. Joseph Donovan, Chairman
4946 Lake Mendota Drive)
Madison, Wisconsin) Home address

Appendix

Agenda

Participant Roster

AREA DEVELOPMENT SEMINAR
CONSORTIUM PROJECT--TITLE I, HIGHER EDUCATION ACT, 1965

WSU-Stevens Point
May 17-18, 1968
Mitchell Room, University Center

Friday Morning, May 17. Opening Session--Dean Paul Yambert, Chairman

9:00 A.M. Plans for the Seminar--Dean Yambert

ESTABLISHING EFFECTIVE WORKING RELATIONSHIPS WITH OUR PUBLICS--(Panel Presentations Followed by Discussion Period)

9:15 A.M. J. C. Haugland, R. D. Larsen, WSU-Superior, and Charles C. Deneweth, Mayor, City of Superior

10:30 A.M. Break

10:45 A.M. A. B. Thompson, Jr., S. Steinglass, WSU-Platteville, and Richard Markus, Chairman, Grant County Board of Supervisors

Friday Afternoon. Professor Raymond D. Vlasin, Chairman

(Panel Presentations on "Relationships With Our Publics" continued)

1:30 P.M. P. A. Yambert and I. L. Korth, WSU-Stevens Point, and Had Manske, Representative, Park Commission, Stevens Point

2:30 P.M. Break

2:45 P.M. Darrel Morrison, UW, Madison, Eugene Anderson, UWE, Washburn, and Mrs. Virginia Burtness, Secretary, Planning Committee, Bayfield

3:45 P.M. LESSONS LEARNED FROM OUR COMMISSION EXPERIENCES

Ralph Bergman, Director, Brown County Regional Planning Commission, Green Bay

Friday Evening.

6:00 P.M. Dinner Meeting of the Consortium Committee

8:00 P.M. Critique of Area Development Films

Saturday Morning, May 18. Dean J. C. Haugland, Chairman

8:30 A.M. LAND-USE PLANNING, ZONING, AND AESTHETIC DEVELOPMENT

D. A. Yanggen, Department of Agricultural Economics, UWE, Madison

W. H. Tishler, Department of Landscape Architecture, UW, Madison

10:15 A.M. Break

10:30 A.M. PLANNING RESOURCES OF THE STATE DEPARTMENT OF LOCAL AFFAIRS AND DEVELOPMENT

Al Karetski, Department of Local and Regional Planning, State Department of Local Affairs and Development

Discussion Period

Saturday Noon.

12:00 Luncheon

AIRSHEDS, WATERSHEDS AND GARBAGE DUMPS

Mr. Freeman Holmer, Administrator, Division of Resource Development, State Department of Natural Resources, Madison.

Saturday Afternoon. Prof. A. B. Thompson, Jr., Chairman

1:15 P.M. POLITICAL ASPECTS OF AREA RESOURCE DEVELOPMENT

Ruth Baumann, Institute of Government Affairs, UWE, Madison

Discussion Period

2:30 P.M. POSSIBLE NEXT STEPS IN THE AREA DEVELOPMENT CONSORTIUM PROJECT

Dean Paul Yambert, Jack C. Ferver and Robert C. Clark

3:00 P.M. Adjourn

ROSTER OF PARTICIPANTS IN THE SEMINAR

Mr. Eugene Anderson, Area Community Development, UWE, Washburn

Prof. Ruth Baumann, Institute of Government Affairs, UWE, 606 State Street, Madison

Prof. Albert J. Beaver, Plant and Earth Sciences, WSU-River Falls

Mr. Ralph Bergman, Director, Brown County Regional Planning Commission, Green Bay

Mrs. Virginia Burtness, Secretary, Planning Committee, City of Bayfield

Prof. R. C. Clark, Resource Development Specialist, Department of Rural Sociology, UWE, Madison

Mr. Charles C. Deneweth, Mayor, City of Superior

Prof. Al Francour, Division of Community Programs, UWE, Madison

Prof. J. C. Ferver, Administrator, Title I, Higher Education Act, UWE, 606 State Street, Madison

Dean J. C. Haugland, School of Letters and Science, WSU-Superior

Mr. Freeman Holmer, Administrator, Division of Resource Development, State Department of Natural Resources, Madison

Prof. Richard Hubbard, Vice President, Academic Affairs, WSU-Eau Claire

Mr. Al Karetski, Director of Local and Regional Planning, State Department of Local Affairs and Development, Madison

Prof. I. L. Korth, Department of Conservation, WSU-Stevens Point

Prof. R. D. Larsen, School of Letters and Science, WSU-Superior

Mr. Had Manske, Representative, Park Commission, Stevens Point

Mr. Richard Markus, Chairman, Grant County Board of Supervisors, Potosi

Mr. Darrel Morrison, Graduate Assistant, Department of Landscape Architecture, UW, Madison

Miss Elaine Staley, Program Assistant, Title I, Higher Education Act,
UWE, Madison

Prof. Steven Steinglass, Department of Political Science, WSU-Platteville

Prof. A. B. Thompson, Jr., Acting Head, Department of Political Science,
WSU-Platteville

Prof. W. H. Tishler, Department of Landscape Architecture, UW, Madison

Prof. R. D. Vlasin, University Extension, UWGB, Green Bay

Dean P. A. Yambert, School of Applied Arts and Science, and Chairman,
Area Development Consortium, WSU-Stevens Point

Prof. D. A. Yanggen, Department of Agricultural Economics, UWE, Madison